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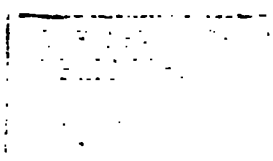

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# A COMMUNITY CIVICS

## A TEXT-BOOK IN LOYAL CITIZENSHIP

BY

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# A COMMUNITY CIVICS

## THE COMMUNITY AND ITS INTERESTS

### CHAPTER I

### I AM AN AMERICAN

The flag was passing by. A group of schoolboys, standing in the crowd on the sidewalk, had reverently removed their hats and were gazing at the Stars and Stripes as they floated at the head of a regiment of heroes who had just returned. Then with quickened breath one of the boys turned to the others and exclaimed, "Gee, fellows, I'm glad I'm an American."

So were they all. You could tell it by the way their eyes sparkled as the soldiers passed along. Deep in each heart was the wish that he too might wear the uniform and march proudly after that flag. And yet when you looked at them you could tell beyond a doubt that one had come from sunny Italy, another's father at least had been a son of old Erin, and still a third had been driven from Russia by religious persecution. Yet here they were, each a loyal, true American.

What a wonderful country is ours! Not alone because of its great extent of territory, nor its wonderful wealth, but because of the things for which it has ever stood. Puritan and Cavalier, Catholic and Protestant, wearied

by the persecutions of the Old World, turned their eyes and then their footsteps toward America, the land which held out to them the promise of Liberty and Freedom. And when in later years an unwise king oppressed them in their new land, they arose and threw off the yoke of England and gave us a new nation dedicated to the cause of liberty which should forever be a refuge for the oppressed of every land. Then came the seekers from all nations of the earth, each throwing in their lot with the American people. And to-day, America, made rich and fruitful by the gifts and services of many nations, stands as the champion of the rights and liberties of all peoples.

There was a time when the proudest man in all the world was the one who could hold up his head and say, "I am a Persian." Years rolled by and another great people arose who conquered the Persians, and to be a Greek was the greatest honor. Then came Rome, with all its glory and world empire, and men were willing to pay a fortune merely to have the honor of being called a Roman. But to-day the proudest man or woman, boy or girl, in all the world is the one who can hold his head high and say with joy, "I am an American."

And why have we the right to be so proud of our great country? Because it has stood before all the world as the champion of the rights of every man. Because it has rendered to the nations of the world the supreme service. Not because of the success of our arms, but because of the ideals for which our people have stood and for which so many of our brave men have been willing to lay down their lives.

Many of the men who fought for our country in the Great War were not born in the United States. Many of them had been brought in childhood to this country by their parents as they sought in the land of opportunity for the freedom denied them across the seas. Yet when the call of duty came they were not found wanting. They have won for themselves by their service the right to be called Americans just as did the Revolutionary heroes.

We owe much to the men and women who have come to us from other lands. If we go back far enough we find that there is not one of us whose ancestors did not come to America as immigrants. Each nation that has sent its share of people to us has contributed something to the greatness of America. We should not look down upon the newcomer because of his ignorance of our language and our ways. He too, if we but give him the chance for which our country stands, will be a true American and make his contribution to the greatness of our nation.

Our country is sometimes spoken of as the melting-pot of the nations. The newcomer, if he intends to remain and make this country his home, should willingly and cheerfully adapt himself to the ways of the new land. He will never become a real American until he throws himself heart and soul in with the people of America, adopts their language and customs, and respects their institutions. There will still be much of the old which he will want to retain and which, if used for the best interests of the new group of which he is now a part, will be a valuable contribution to the country of his adoption.

Our nation is one great family. America is our own

home. Stretching from ocean to ocean and under the Stars and Stripes is a land which we love to call our own. Bound together, more tightly now than ever before, we are all to live and work together, serving not only ourselves but the whole world. We are going to consider *how* we as a great united people are to live and work together, and *what* we are to do that each part may work by itself and yet at the same time with every other part, and this without friction.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What should we do when the flag is passing by? Read "The flag goes by," H. H. Bennett.**

**2. What is the national anthem? What should we do while it is being played or sung? Every American should know the words of this song. Do you?**

**3. What do we mean when we say in the salute to the flag "I pledge allegiance"?**

**4. By whom was your state originally settled? What nationalities now make up the population of your state? Why did these people come to America? to your state?**

**5. What nationalities are represented in your class in school?**

**6. Under what kind of government did these people live before they came to America? What were the living conditions? In what ways have they benefited by coming to America?**

**7. Why is America called "the melting-pot"?**

**8. Why should a foreigner, coming to America with the intention of making it his home, learn to speak the English language?**

**9. What are some of the things which other nations have contributed to America through the immigrant?**

**10. How may we help the newcomer to our country to become truly American?**

**11. Make a list of the names of some true Americans. Why do they deserve to be called "true Americans"? Does your name belong on the list? Resolve that it shall ever deserve to remain there.**

## CHAPTER II

### MANY IN ONE

There are about one hundred million people in our country. Think of it. But when we stop to try to think of it we find that we can scarcely have any idea of how many this really is. If we live in a large city we may go to the roof of some tall building and look far out over the city. How large it is! It stretches out in every direction almost as far as the eye can see. Below us lie the homes, the schools, the churches, the shops, the factories, the office buildings, where hundreds of thousands or it may be two or three million people live and work. Just think that this is but one of the many cities all over our great land where similar sights may be observed! Or we may take a fast express train and travel hour after hour and day after day past farms and villages, through cities large and small, and after we have crossed the continent we will have seen but a small part of the homes where this enormous family, the American nation, lives.

And these millions are one. Each man and woman, each boy and girl, is going about his or her own task. We do not always stop to think how many other people are doing just the same sort of work we are. And yet the most wonderful thing about it all is that we are all working each for the other. Out in the great middle

west the farmer is raising the wheat and the corn which we shall some day use on our own table. Down in the mines men busily dig out the precious coal to warm us when the cold days of winter come, or else to drive the wheels of shop and factory. Cattle are being raised, and cotton, and fruit, and vegetables. Every part of the land is busy with the industry which is to feed us, clothe us, shelter us, and supply the many needs which arise in our lives or to give us some of the luxuries. Great ships are out on the oceans bringing us the products of distant lands. And we receive all these things, the results of the service of the many, for the small service which we render in return to the many.

But not only are we members of this great big family of a hundred million, we are members at the same time of many other smaller groups which go to make up the big family or the nation. Each of us has his own little family circle, Mother and Father, Brothers and Sisters, making up the home. Here we live together happily, finding our joy in serving each other just as we should in our larger home, the nation. Then there is the group to which we belong which we call our class in school, thirty, forty, or fifty boys and girls who live and work together in the schoolroom and on the playground getting an education. Again, there is the group of people which we speak of as our Church, or our Sunday-school class, or it may be the group in the office or mill or factory where we work. Sometimes we form groups for work or play as in our Red Cross society, or Boy Scout troop, or athletic teams. You will be able to think of many such groups.

If you have ever played on one of the athletic teams of your school you will know just how important good team work is. The nine members of the baseball team, or the football eleven, or the basketball five, must all play together as one man if the team is to win. A poor player is a weak point on the team and may be the means of bringing about defeat. A player who is not willing to obey the orders of the captain and do just as he is told endangers the chances for success of the entire team. Each player must be willing to sacrifice his individual ambition so that the good of the entire team may be achieved.

This need for team work, for obedience to the will of the leader, grows out of the fact that the many are trying to work together as one. It is only as the leader thinks clearly and quickly and the members of the team obey promptly and fully, that victory is secured. Each member is an important part of the team and necessary to its success. On the other hand each one needs the help of all the others, for left unaided he could do nothing. It is the " many in one " working as one that makes possible success.

It is not always easy to give up one's own ideas as to just what ought to be done or how a certain play should be made. Little boys and girls do not often form teams to play games, but when they do the game usually does not last very long, for they do not understand the value or necessity for team work and soon begin to quarrel and the game breaks up. It is a sign of strength of character when one is able to work or play with his fellows and is willing to subordinate his own will to that of the group.

And why is it that we are willing to sacrifice our own ideas as to just what should be done and to obey the word of our leader? It is because we are all so interested in the outcome of the game. We are so anxious to win that we are willing to do as we are directed. Each officer and private in the American Army may have had his own idea of just what would have been the best way to win the war, but each one knew that the only hope for success lay in following obediently the orders of the head of the Army. Even General Pershing himself, realizing that the Allied troops must work together as one, went to the commander of the French Army and pledged to Marshal Foch his own obedience and that of the American Army. It was not because General Pershing was unable to direct the fighting, but because he knew that the only way to have real success was for all the fighting forces on the field to work together as one man against the enemy. It was a victory of "many in one."

The greatness of the American nation has grown out of the unity of purpose and efforts of its people. It was a united people which won independence from Great Britain. They realized that "in union there is strength" or as Franklin wittily put it to the signers of the Declaration of Independence after they had signed that document, "Gentlemen, we must now hang together, or we shall all hang separately." It was an attempt at disunion growing out of a difference of belief that almost wrecked the nation in the days of the great Civil War. And recently, when the liberties of the entire world were threatened by the German Government, it was the effort of our

united people that made the world safe for democracy. The future greatness of our country depends upon each one of us. Only as we unite with our fellows in oneness of purpose to serve each other and the whole world, and to cherish and protect the high ideals for which our country has so proudly stood, shall our country truly prosper. We are many, but we are one, — a united people.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. " E pluribus unum " is the Latin for " Many in one." See if you can find the motto on a coin.**

**2. How many people are there in your town or city? What was the population at the last census?**

**3. What is meant by census? How often is it taken? Describe the method of taking it.**

**4. How many cities are there in the United States with a population of over one million? Name them in the order of their size and give their population.**

**5. Name the five largest cities in your state. Give the population of each.**

**6. What are the leading industries of your section of the country? What do they supply to the rest of the United States?**

**7. What are some of the things necessary if we are to have a good school team?**

**8. In what way is our school like a team? What makes it possible for all the pupils and teachers in your school to work together with so little friction?**

**9. How does obedience make for true greatness?**

**10. What is meant by " civic virtues "? Make a list of some of the civic virtues which are necessary if we are to live and work together successfully.**

## CHAPTER III

## IN THE GAME

Some of us have probably never represented our school on a team in an inter-school game. We have had to be content to stand on the side-lines or sit in the grand stand and watch the chosen team play for our school. It is good fun to watch the others play, and exciting too, especially when our team is making a particularly good play. But somehow or other we do not get as much real enjoyment out of this as when we ourselves are playing, even if it is only on one of the teams from our own class. For then we are doing something ourselves, we are in the game, and that is surely more exciting than always to sit back and watch others.

Of course you understand that baseball and football and the other athletic games about which we have been talking are only a few of the very many games which are being played. If you have ever worked in a business concern you will know that business itself is really a game, and a very interesting one too, with its rules just like our school games. As we get older we will become more and more interested in this kind of game, for it is a good game in which it pays well to be successful.

In fact all of our relations in life are much like the games we have been considering. There are of course the players

who make up not the teams but the groups which are engaged. Then there is the place where the work is being carried on, the place of business. Then there are the common interests which bring the people together. And finally there are the rules of the game, for in every activity of life, wherever people live, and work or play together, there must be agreement as to what may and what may not be done. Instead of the word team, which we might use if we cared to, but which we usually save to apply to groups playing games, we use another word which means practically the same thing. This word is community.

By a community we mean a group of people living together in a given place, and bound to one another by common interests, and subject to common laws. It does not matter how large or small the group may be, if we find the three elements of place, community of interest, and common laws, we have a community. Our families, our class, our school, our ball team, all have these elements in common and are therefore communities. In like manner the people of our neighborhood form a community. And so we might go on gradually enlarging the circle until we would have the community including our entire town or city, our state, or even our nation.

In each of these communities which we have mentioned you are a member. You may not be a very large member, nor a very old member, but nevertheless a member. Just as by being one of your class you are a member of the class, or by being one of your school you are a member of your school, so by being one of the inhabitants of your city, your state and nation, you are a member of each of

these communities. And this becomes a position of great importance when we understand that membership in a community, means citizenship.

" But I am not a citizen," some boy or girl may exclaim, " for I do not vote nor shall I be able to do so for some years to come." Let us see. The United States is a community, is it not? Yes, it is a group of people, about one hundred million of them, living in a given place, the United States, with common interests, surely you will not doubt that, and subject to common laws. These common laws have as their foundation stone a body of laws called the Constitution. This body of laws is called the fundamental law of the land, that is, the foundation law. If we turn to this Constitution we shall find that " All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside." Were you born in the United States or has your father taken out his naturalization papers? Do you obey the laws of the country? Then you are a citizen of this country, regardless of your age, size, or any other matter.

How proud we should be when we realize that we are citizens! Now we not only may say, " I am an American," but " I am an American citizen." Just think that we are now really in the game, not merely standing on the side-lines waiting until we are old enough to take part. We are not preparing for citizenship as we do our school work or play our games, but we are citizens now, and our work and play is the work and play of citizens. As we grow older our duties and responsibilities as citi-

zens will become greater, but they will be no more real than they are to-day. Our duty now is to make such good use of our time that when we become the voters and law-makers of our country we shall be able wisely to direct the affairs of our land.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of the various communities of which you are a member.**

**2. Turn to the Constitution of the United States and see if you can locate the definition of a citizen.**

**3. What are some of the rights of a citizen? What are some of the duties?**

**4. At what age will you be allowed to vote? Do you consider voting a privilege or a duty? What objection might be raised to this last question?**

**5. What are some of the rules of your home? of your school? of business?**

**6. Politeness and courtesy are unwritten laws of society. How do they help make life smoother and easier?**

**7. What is a passport? Of what value is this to an American citizen traveling in a foreign country?**

**8. The United States is very jealous of the welfare of its citizens. See if you can find any reference in your histories to steps which it has taken to protect them and their interests.**

## CHAPTER IV

## OUR COMMON INTERESTS

Surely no one of us would care to live the life of a hermit. If we go off on a camping or fishing trip it is usually with companions, and we see to it that so far as possible we are not lacking in the necessities of life. When the vacation is over we are glad to get back to our family and friends. Man is a social creature. That is, he likes to be with other people. He has found that by living in groups he can protect himself from his enemies and in many ways better his condition of living.

In the earliest days of history there were no great nations such as ours. People lived in families and wandered about from place to place in search of locations where a living might be had. Some families being stronger than others were able to drive the weaker ones away and so get the best places for themselves. But in time when other strong families came from afar and tried to drive them away they united with the weaker families and together were able to keep off the intruder. These united families were called tribes or clans. It was such an organization that our forefathers found in America among the Indians.

We have seen that strength lies in union, and so as civilization progressed people learned this fact, and out of it grew the great nations of the world. Such union not

only made for safety, but also increased the possible comforts which the people might enjoy. Where a few could barely scrape enough together to survive, the many could so work as to live in comparative luxury and ease. This, together with man's desire for companionship, led to the founding of communities where people lived close together, towns and cities.

History tells of cities dating many centuries before the coming of Christ, but the really large city, the city as we know it to-day, is a development of the past century. A hundred years ago in our country fewer than one person in every twenty-five lived in cities, and these cities we now would scarcely call good-sized villages. To-day the proportion of people living in cities is about two out of every five. The tremendous growth of great cities during the past hundred years has been due largely to the changed living conditions of the people, brought about by the invention and wide-spread use of power-driven machinery. Such machinery has cut down the number of hands needed on the farms and has increased the demand for labor in mills and factories where raw products are converted into manufactured articles. Industrial plants are for the most part to be found in the large cities, and men in search of employment must go to these cities.

But the millions in the cities could not live were it not for the other millions who on farm and ranch supply the food and other necessities which the city dweller must have. And the city sends back to the farmer machinery, tools, clothing, and many other things which make for increased comfort and production on the farm. So there

is a constant working together of all the communities, aiding each other to attain the things which they desire and which are needful for the common good.

If we consider any community, whether it be the family in which we live, the school we attend, an office, workshop or factory, a church, or our city, state, or nation, we shall find that there is one element which is the chief reason for the existence of the community. It is a community or commonness of interest. It is this commonness of interest which binds the members of the group together. It is the desire to attain the things which they believe to be most worth while which leads them to sacrifice if necessary their own individual desires in order that the wishes of the whole may be obtained. The one reason for the existence of any community is that the welfare of all may be advanced.

If we turn to our histories we shall find that the earliest communities of white people in America were brought about by a common desire on the part of certain people in Europe to escape religious persecution. It was their desire to worship God as they saw fit which led to the coming of the first settlers to the New World. It was a common enemy, the French and Indians, which led later to the uniting of the English colonies into a larger community. And later it was a common desire to be free from the burden of English rule which led to the establishment of the American nation.

The story of the beginnings of your local community will be very interesting. As you read the story try to find out just what were the causes or conditions which

led to the founding of the community. Try to discover how the people went about it to obtain those things which represent the desires of every community.

There are certain things which the people in every community are seeking. They are the things which are of common interest to all the people in the community. Some of these are so common that we do not often stop to consider them, and yet the most common are by far the most important.

Can you guess which is the most important of all the things which people in communities desire? There is one which outranks all others in importance and yet which we take as a matter of course. It is life itself. "But we would live anyhow even if we had no community," some one may say. Let us not be too sure. One of the first desires which brought man together into communities was his desire to protect his life from wild beasts and from other stronger men. And even if there were not these to contend with there would still be the forces of nature, storms, cold, disease, hunger, and many others which would make life very uncertain. Against all these man can be reasonably safe only when he has the aid of his fellows.

Then next in importance to life comes health. So important is this that if health is lost, life itself is in great danger. Without health man is helpless to face the problems of life. Then if ever, he needs the help of his fellow man. Living alone we could not protect ourselves properly against disease and famine; and first losing health, we would then be in danger of losing life.

Man has always desired to accumulate property. To

the primitive man every handful of grain, every arrow-head, every animal skin, meant much because it stood between him and death which was constantly threatening. With us to-day the bare necessities of life are more taken for granted, but we too desire to possess things for their possession may mean better living conditions and possibly greater happiness.

Having accumulated wealth or property we desire to keep it, to protect it from theft and destruction. The demon fire may sweep away in a few hours the accumulations of a lifetime, or a thief may steal our savings of years. By ourselves we would be helpless in the presence of a stronger person, but surrounded by our community, each member of which desires that his goods also shall be safe, we feel quite secure.

One of the communities to which we have frequently referred has been our school. It represents another desire of the people of our community, the desire for education. Then, too, there are libraries, books, newspapers, and so on, which are other means that people have developed to satisfy their desire for learning.

There is the play side of life as well as the every-day struggle for existence. Our tired bodies worn out with work, need to be rebuilt, or re-created. And because of man's desire for this re-creating, or recreation as we call it, he chooses the society of his fellows so that he may play as well as work.

We are not satisfied to have the houses which shelter us mere shelters against storm and wind. We like the places where we live and work and play to be attractive.

*uced by Courtesy of R. E. Staley*

A Library Wagon Stopping at a Farmhouse

A Children's Library Room

One of the desires of the community is to have the neighborhood, town or city as beautiful as possible.

But our community is much larger than our immediate neighborhood. It extends out through our city, our state, and our nation. All people there are our neighbors and share with us these common interests. We want to know what is going on in other parts of our community. Sometimes we travel from one part of the country to another, and constantly we are sending things to even the most remote corners of our land. All this means that provision must be made for communication and transportation, and so these become a part of the things which we desire.

It is because of the commonness of interest which we have in these and many other things that we are really one great family, or community. As members of these several communities, and citizens of the city, state, and nation, it is necessary that we know something of how we as a united people work together to bring about these things which we desire.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What is a hermit? How does he live? Is he really independent of the rest of the community? What are some of the things for which he must rely on others? What can he produce entirely by himself?**

**2. How did Robinson Crusoe go about satisfying his needs? What would he have done had it not been for the supplies which he rescued from the wreck?**

**3. Describe community life among the Indians.**

**4. Tell the story of the founding of your community.**

**5. Why is your town or city located where it is? What are the particular advantages of the location? What has been responsible for such growth as it has had?**

**6. Make a list of the most important things which people in communities are seeking. These are called the elements of welfare. Why?**

# THE ELEMENTS OF COMMUNITY WELFARE

## CHAPTER V

### HEALTH

In the spring of 1917 our nation, unable to endure any longer the insults and atrocities of the German government, declared war. It was a time of great anxiety and at the same time an occasion when patriotism ran high. Before the machinery of selective service was organized, thousands of the young men of the country reported at the recruiting stations and asked to be admitted to the Army. It was a shock to many of them who had all along thought that they were in perfect health to be turned down by the Army surgeons as being physically unfit to serve their country. Defective vision, poor hearing, spinal curvature, weakened heart, sickly lungs, stomach, and kidneys, fallen arches, and all manner of bodily ailments were discovered. It was not a pleasant thing to be told that one was not physically fit to serve one's country. Some went from station to station trying to see if they could not get into some branch of the service, only to be rejected again and again.

And then came the selective service act, or draft as it is sometimes called. All the young men of the country

between the ages of twenty-one and thirty years were required to report and register themselves for selective service. Here was a splendid lot of men. The flower of the nation they were called. And yet when they came up before the local boards and were examined as to their fitness, it was the same story. Man after man was found to be unfit for service in the Army. It was with no little chagrin that they turned away from the physicians. Ashamed to face their friends and tell them that they were weaklings, many began training and treatment which they knew would be necessary to make them fit.

One of the great lessons which the war brought home to the people of the American nation was that they must pay more attention to the development of their bodies. It was one of the penalties which had to be paid for the type of community life so many had been living. It made clear the necessity for greater care of the health of the great mass of people. Improper housing, with its consequent lack of fresh, pure air; improper food, unsanitary, poorly cooked, and improperly eaten; lack of cleanliness of person and surroundings; alcohol and drugs; too long hours of labor and under bad conditions; lack of exercise; loss of sleep; — these and many more were seen as causes of the unfitness of our men.

What a difference a few short weeks in camp made in the men who were selected. In almost every case they increased in weight, grew straighter and stronger, and before they marched away to the front they were sturdy men of whom the nation might be proud.

If we stop for a moment to consider the facts which

we have just read, we shall not be so surprised after all. Most of the difficulty which was referred to was found to exist among the young men who had been born and brought up in the great cities. When people are living on farms and largely in the open air we usually find that they enjoy much better health than those who spend their lives in the closely built cities. Our larger towns and cities present especially difficult problems in regard to the health of their citizens. The closely built dwellings, the crowded living conditions, the smoke from mill and factory, the conditions under which people are required to work, all make for poor health. It is small wonder that coming from such surroundings so many of the young men of the nation were handicapped with disease and physical defect.

If we turn to our books in hygiene we shall find that there are certain rules which are laid down as necessary for the attainment and preservation of good health. Among these we find reference made to the necessity for breathing fresh, pure air; drinking plenty of pure water; eating pure, wholesome food; keeping the body and its surroundings clean; exercising; and so forth. At first this all seems to be very simple, but when we consider it more deeply we find that it is not so easy after all. I cannot breathe pure air when I open my windows or go out on the street if the air is laden with smoke and gas and dust. We shall see later on that it is very difficult to tell whether or not the water which comes from the faucet is pure. The food which I buy may have been tampered with. My neighbor may litter the streets with

filth. In fact it is practically impossible to obey the simplest rule of health without the aid of my neighbors. Let us look at some of these things as we find them in our own community and see how the group works together in the interest of safeguarding the public health.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Why does the Army require a physical examination of all who desire to enlist? Does the Navy require a physical examination of its candidates? What are some of the qualifications?**

**2. What effect has the life in the Army or Navy had upon any young men whom you know?**

**3. Make a list of some of the conditions in your community which might lead to the breaking down of one's health. How would you suggest remedying these conditions?**

**4. Where is the most crowded living section of your community? Describe the living conditions in that section. What class or nationality do we find living there?**

**5. What is meant by the "death rate"? What is it in your community? Has it been reduced in the last ten years? By what means?**

**6. What are some of the advantages of living in the country? What are some of the disadvantages?**

### PURE AIR

**Need for Pure, Fresh Air.** — One of the conditions which made for the improvement in the health of our soldiers was the life in the great out-of-doors. Many a man who had been closely confined to office and factory and never realized why he was sickly and under weight gained perfect health and put on the needed flesh as a result of his life in the fresh air and sunlight. There is not one of us who would not be in better health if we spent more time in the open air.

Our manner of living, however, requires that much time be spent indoors. Boys and girls live in the open air more than grown folk, but if you take a pencil and figure how many hours you spend in the home and at school, you will see that it represents quite a goodly part of the day. There is no air quite so healthful as fresh, pure, out-of-door air. In our larger towns and cities, however, even this air is often not as pure as it should be. Smoke and gas from the stacks of mill, factory, and foundry; dirt and dust from the busy streets; foul odors from nuisances, — all tend to pollute the air and make it unfit to breathe. Then too our homes are frequently built more with a view toward saving coal in winter than for admitting fresh air. The hours which we spend indoors are none too productive of good health.

Let us look at some of the means by which the community endeavors to safeguard the health of its members by securing for each one the right to breathe fresh, pure air.

**Ventilation.** — We are all familiar with the word ventilation. We have learned from our lessons in hygiene the necessity for having proper ventilation of the rooms in which we live and work. At home when we retire for the night we are careful to make sure that the windows are opened both from the top and the bottom so that fresh air may enter and the air which has been breathed may escape. Even on the coldest days we see that the entire house is flushed with fresh air every day by opening all the windows, and also that the living rooms and kitchen are frequently ventilated. By so doing we are taking one of the steps necessary to insure good health.

Our schoolrooms and school buildings also are ventilated. If it is an old building the method of ventilation will probably be the same as that which we use in our homes. If it is a modern building it may have a complicated system of ventilation. In cold weather the windows will not be open but a large fan will be forcing filtered, heated, and it may even be washed air into the rooms, while a series of pipes are carrying off the used impure air.

Wherever we find large numbers of people congregated as in churches, theaters, moving picture houses, and the like we also find that care has been taken to provide an adequate supply of fresh, pure air. Such ventilation of public places is required by law. It has been discovered that the air in buildings where large numbers of people are gathered quickly becomes unfit for use and must be replaced with fresh air. To breathe such impure air is likely to cause illness. Then, too, disease is spread in places where the ventilation facilities are poor.

**Housing Conditions.** — We sometimes use the expression "as free as the air." It is true that air is free, but as we have seen fresh, pure air is often anything but free in our cities. Unless something is done by the community to protect the purity of the air about the only way the citizen can make sure that he shall have pure air for at least a part of each day is to move to a section of the city remote from the places of business. This means that money must be spent for transportation, and then, too, the price of property in such sections is often higher than that of the more crowded and less desirable sections.

Because of the value of land in our cities it is cut up into small plots. Each house is so built as to cover nearly the entire plot of ground on which it stands. Very often we find in the older sections of the city where once the wealthy families lived that the large houses are occupied as rooming or tenement houses. Here we find instead of one family for which the house was originally intended often as many families as there are rooms in the house. The conditions in such places are often far from sanitary. Rooms which were intended originally as merely places for storage of goods and therefore were built with little or no window space are now the homes of whole families. Then, too, there is the tenement house built in the days before the community took an active interest in such matters. In order that as much rent as possible may be gotten out of the building we find at times both outside and inside rooms. The outside rooms are not so bad, as they face the streets or alleys. The inside rooms often look out into a narrow court or even an air shaft. When we consider that such buildings are sometimes six, eight, or more stories high we can see that the ventilation of the inside rooms is as poor as possible. Then, too, the people who live in such tenements often do not realize the necessity for ventilation and fail to make use of such means as are at hand.

It is little wonder that in the crowded tenement sections of our cities disease has flourished. The dreaded "white plague," or tuberculosis, reaps a terrible harvest in these ill ventilated, poorly lighted tenements. When we realize that in our country alone, more than 150,000 people die

every year from this disease and that the great majority of these are city dwellers, we get some idea of the importance of this question of housing and ventilating. If an enemy were to enter our country and destroy a small fraction of the number of people who die as a result of improper housing conditions we would raise an army of millions and drive it away. The enemy disease is even more dangerous than such an enemy would be because it does its work unseen. It is our duty as citizens to aid in every way that we can, the fight on such conditions as we have been considering until they are entirely destroyed.

**Selecting a Home.** — We can do much to protect our own health if we exercise the proper care in the selection of a home. We shall see in a later chapter how the community is endeavoring by careful planning to set aside certain sections of the city as residential sections. Of course if it is possible it is a splendid thing to live in a section where the houses are not built so closely together. The facilities for rapid transportation make this a comparatively easy matter. However, no matter where we select a house we should make sure that it is in a good condition. When we have the opportunity to select one from several houses we should take the one which is best constructed and in the best state of repair. The house which receives the greatest amount of sunlight, which has a cemented, dry, and light cellar, and which is free from objectionable odors, is to be preferred. In selecting an apartment we should make sure that it is well ventilated

and that there are no nuisances near by. Before moving into it we should make sure that it is thoroughly cleaned, preferably washed down with soap and water.

**Smoke and Other Nuisances.** — It is often necessary for many people to live in a neighborhood where when they open their windows instead of pure, fresh air, smoke from stacks near by pours in, making the air almost unbearable. Or it may be that a neighbor maintains on his own ground a rubbish pile, or a garbage can, from which offensive odors arise, or from which the wind carries dirt and filth. How can we breathe fresh, pure air when all the air which we receive has been polluted? On the other hand, the man from whose rubbish pile the odors are arising, or the owner of the factory from whose stack the smoke is pouring, may claim that since he is on his own land he may do as he pleases and if we do not like it we can get out.

As a member of the community there are certain things which I should not do. If I have the interest of the community at heart I shall so conduct my affairs as not to injure my neighbors. Any member of the community who by his actions injures other members of the group has not the welfare of the group at heart. He is not a good citizen. It is within the right and power of the other members of the group to see that he stops such actions as injure them. This is not done by individual but by group action. That which the group expresses as its desire is a law of the group which each member must obey or take the consequences. Many communities have

made laws which cover the matters about which we have been reading. Mill owners are required to adopt smoke-consuming devices, railroads to electrify their lines, and public nuisances must be abolished.

**The Community Working Together.** — We have here a splendid opportunity to see how the many work as one. If each one of us was compelled to rely upon himself for protection against the things about which we have been reading we would be helpless. The men who owned the land could put up any kind of house or tenement they pleased. It might be unsanitary in every respect and dangerous to our health, but unless we were in a position to build a place of our own or to pay a higher rent to get a better house, we would be entirely at their mercy. That which affects the health of one member of the group, however, affects the welfare of all. Experience, growing out of the spread of disease and death from such improper living conditions, has led the group to make rules for the protection of its members from just this sort of thing. You will find that in your community there are men and women who represent the entire group and look after the welfare of the community in respect to these matters. There are the building inspectors, who see that the requirements of the law are observed when new houses are being erected. Then there are the sanitary inspectors, who enforce the laws respecting the health conditions in our homes and places of business. When conditions are found which are believed to be a menace to health the persons responsible are required to remove the cause. If this is not done after

sufficient warning has been given, they may be arrested and fined. In cases where the owner of the property refuses to remedy conditions the community will have the work done and then compel the owner to pay the bill.

**Private Organizations at Work.** — If we trace the history of the laws for bettering the living conditions in our community we shall find in many cases that some organization of private citizens has been back of the movement for the passage of the laws. The great mass of people even though they may be suffering from some evil condition will not know just how to go about having it remedied. In fact they often feel that, that which is, must continue. In such cases the work of private organizations is of great importance. Members of some club or civic organization become interested in a matter concerning health. They begin work by attracting the attention of the people to the existing condition. Then after a campaign of educating the people up to a knowledge of their needs and rights, they go to the men who make the laws, and, with the backing of the now interested public, get a law passed which covers the situation. It is then necessary for them to keep at work to see that the desires of the people as they are expressed in the new law are carried out. Often in the beginning they will conduct the investigations, report to the authorities, and even pay for the prosecution of the violators of the new law. As we get older we shall find that one of the best ways in which we can serve our community is by co-operating with and belonging to some of these civic organizations.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. Why should we observe the rule "Breathe deeply of pure, fresh air"? What are some of the ill effects of breathing impure air?

2. How do men live in a submarine? in deep mines? in tunneling under a river or through a mountain?

3. How were our soldiers protected from poisonous gases in the trenches? How were the dugouts and bombproofs ventilated?

4. Describe the system of ventilation used in your school. How is your church ventilated? the movies?

5. In front of garages and automobile stores we sometimes see the sign "Free Air." Of what value is it that it should be so advertised? What are some of the ways in which we add value to the air?

6. What are some of the building regulations of your community which relate to pure air?

7. Why is an air shaft a poor method of ventilating a tenement house?

8. What agencies are fighting the "white plague" in your community? How are they doing it?

9. Make a list of the nuisances in your neighborhood which render the air impure? How would you go about having such conditions corrected?

10. What advantage would it be to a factory owner to install a smoke-consuming device?

11. Find out all you can about the private organizations which are at work in your community aiding in the fight for pure air.

12. What is the Octavia Hill Association?

## PURE WATER

**Water and Health.** — Next to air water is probably the most necessary thing for our lives. Deprived of air we should die almost at once; deprived of water it would be a matter of but a few days before we should die of thirst. It is necessary therefore for the very life of the community that there be a plentiful supply of water for drinking purposes. Cities are not found on the desert.

When people live in places where there is no natural source of supply of water, it is necessary that the water be brought from a distance. We need water, however, not only for drinking but for cooking, cleaning, and in industry. In determining the site of a new community one of the most important precautions taken is to make sure that the water supply will be sufficient for the needs of the community.

Water is most important to the health of the community. Not only do our bodies require water to sustain life, but also for purposes of cleanliness. Disease and dirt go hand in hand. Disease germs lurk in dirt and filth. Cleanliness must be added to fresh air and sunshine in our homes if we are to be free from disease. Soap and water are believed to-day to be the best disinfectants. A community where the supply of water for washing is insufficient cannot be a healthful community. One of the difficulties in the slum sections of our cities is the inadequate water supply.

**Water and Disease.** — Water not only plays an important part in making for the health of the community, but it may also be a source for the spread of disease. One of the reasons for the high death-rate in cities in the past was that a disease was spread through the communities by the drinking of impure water. This disease is called typhoid fever. The germs which are responsible for this disease cannot be seen in the water. Sometimes apparently pure water will be filled with them. Since water is used *by every* member of the community it becomes a very

important problem to see that the water which is supplied for drinking purposes is free from the germs of this disease.

**Sources of Water Supply.** — Our great cities are situated where they are, not because of the purity of the water supply which they receive, but because of certain advantages for trade and industry which the location affords. When the site of the town was originally selected the water of lake or river by which the town was located may have been free from impurities. As the place developed and more especially as other towns or cities were established along the banks of the lake or river the water became anything but pure. Offering, however, the handiest source of water supply it continued to supply the needs of the place.

**How the Water Supply Becomes Polluted.** — Large bodies and streams of water afford not only a convenient source of supply for the water of a place but also offer an easy way of getting rid of the waste water which has been used for the various household and industrial purposes. For many years it was the practice of towns and cities to pour their sewage into the streams at some point below where they secured the fresh water, regardless of any other places which might be relying on that same stream for their water supply. Then, too, rubbish and garbage and other filth are sometimes thrown into the stream by careless persons.

If, then, by any means it happened that there were people in these places who were ill with typhoid fever the germs of this disease were washed into the river along with the

rest of the waste. When the people lower down the stream made use of this disease-polluted water for drinking purposes they too would develop the disease. In this manner much disease, suffering, and death were spread from one community to another.

**Protection by Individual Effort.** — Each member of the community may take the necessary precautions for protecting himself from the ravages of this disease. Regardless of the source of supply of the water or of its purity, if people would boil all water which they intend to use for drinking purposes, they would be reasonably safe from the danger of typhoid. There are times, after the measures taken by the community as a whole have failed, when the health authorities send out warning to the citizens to take this precaution. Such a procedure, however, throws the responsibility on the individual. Unfortunately there are people who do not realize the danger to themselves and to others and who neglect to do as they are told. Not only would they be likely to pay the penalty for their carelessness by contracting the disease, but their neighbors who had been faithfully trying to protect themselves would be exposed to it from other sources than drinking water. This matter of protection from disease has been recognized as of such importance that the community has been unwilling to trust its health in the hands of the careless or negligent.

Another method which might be adopted for individual protection is that of vaccination. Every soldier in our Army is required to submit to inoculation against typhoid. This has proved to be a most effective measure

and has reduced the amount of typhoid fever in the Army until it is almost negligible. This is most remarkable when we remember that in the past typhoid alone killed more of our soldiers than the bullets of the enemy. Such precaution is absolutely necessary in the Army, where, because of the difficulty of obtaining pure water, great risk is run from outbreaks of typhoid fever.

**Protection by Community Effort.** — It is very necessary for the health of the community that the pollution of the water supply be prevented. But this involves compelling members of other town and city communities to dispose of their sewage and waste in certain prescribed ways. The members of each of these smaller communities are also members of the larger community, the state. Just as the individual in the smaller community is not allowed to do just as he pleases if his action is injurious to the group, so in the larger community the various cities and towns are required to respect the rights of the other smaller communities. The larger group, the state, desires that the health of its parts be protected, and so it usually wills by means of laws that sewage along the sources of water supply must be disposed of in certain ways. A town may not empty its sewage into the river which is the source of the drinking supply of another community.

**Filtration.** — Cities which take their water from near-by rivers and streams protect themselves from the ravages of typhoid by treating the water so as to remove the germs of disease. This is done by the removal and destruction of disease germs through the process of filtration. Before

the present system of filtration was introduced the city of Philadelphia had the highest death-rate from typhoid fever of any large city in the United States. This was due to the fact that the cities and towns located on the two rivers from which Philadelphia drew her water supply emptied their sewage and waste into these rivers. The water which was pumped into the homes of the city was not only dirty and foul-smelling, but often laden with the germs of disease. To-day an effective system of filtration has reduced the number of cases of typhoid to a minimum. Most of the cases which are now found in the city are brought in by returning vacationists who have been drinking polluted water or bathing in infected streams.

**Home Methods.** — You may have seen a farmer in the country tie several pieces of cheese-cloth over the mouth of the pump. He does this so that if any impurities, such as leaves, or sticks, are pumped up from the well they will not get into the water which he wishes to use. This is a very crude filter and does not make the water safe to drink. Some of us may have seen the small filter which we sometimes attach to the faucet at home. Here the water is forced through a cylinder or block of porous stone. This is, of course, better than the cloth filter, but although it clears the water it does not remove all the disease germs. The only safe filter is that in which the water passes through several feet of sand or stone. Such filters are so expensive that only the rich could afford to have them. The health of the community *is such* an important matter that we cannot afford to

let each individual look out for himself, and so we find the community even in our smaller cities often installing filtration plants.

**A City Filter.** — When water is taken directly from a river it is usually quite cloudy with dirt. In order that

A Filter Bed

the filters may not be required to handle all this and so become clogged quickly, the water is first pumped into reservoirs where it is allowed to stand for a number of hours. The heavy dirt will sink to the bottom. To still further clear the water it is next pumped through tanks which contain sand and gravel. These tanks are really just large strainers which strain off the finer mud which has not settled in the first process. The water is then carried to the slow sand filters. These consist of great chambers

ROOSEVELT DAM, ARIZONA

**Built by the United States Reclamation Service**

filled with a number of feet of fine sand and gravel. As the water is pumped into these rooms it gradually filters down through the sand and gravel. In this process not only is the remaining dirt removed but the greater part of the disease germs are destroyed.

In time these great sand filters become clogged with the dirt which they have removed from the water. It is then necessary to clean them. A number of men are kept busy at this work. We see them shoveling off the top layer of sand from a bed which has been drained off and carting it away to the machines which wash the sand by forcing clean water through it. The impurities are thrown away and the sand is ready to be used again. A city filtration plant will contain many such sand beds, so that the city may continue to receive filtered water even when some of the beds are being purified.

**A Pure Source.** — Some communities, however, have not been satisfied to take impure water and by filtering it make it fit for use. New York City, for example, in order to have an adequate supply of pure water has gone more than a hundred miles from the city up into the Catskill Mountains and there built the largest reservoir for city water supply in America. By controlling the streams which feed the Ashokan reservoir the safety of the water supply is insured. The city of Los Angeles has gone more than two hundred miles in order that it might be supplied with pure water from the mountain streams of the Sierras. In other cities we find artesian wells supplying water which has been filtered through many hundreds of feet of sand and rock.

**Cost.** — It will readily be seen that any of the methods described involves the expenditure of great sums of money. Philadelphia has already spent about 70 million dollars on its water supply system. New York paid more than 150 million dollars for the tunnel connecting the Ashokan reservoir with the city. Nearly every city in the country has spent proportionately large sums of money to make sure of an adequate and safe water supply system. Not only is it expensive to install a water supply system, but it is also very costly to maintain it. Millions of dollars are spent every year for the maintenance and repair of the water supply systems of our large cities.

**Water Rents and Meters.** — All these expenses must be born by the people who use the water. Since there is no member of the community who does not make use of water you will see that the expense must fall upon every one. Where water is supplied by a community to its members the cost is usually met by charging for the water used in each house or place of business. The old method was to charge a water rent. This was a flat charge of so many dollars a year for each faucet of a certain size used on the premises. Since some people are likely to be very wasteful of water and let it run carelessly to waste it seems to be unfair that they should have to pay no more than those of us who realize the value of water and are careful in its use. To overcome this unfairness water meters are installed. This makes each householder and business man pay for just the amount of water which he uses. A distinction is made between the rate charged to a place of business and a private home. Why?

**Waste and Saving.** — There has been a tremendous waste of water in our communities just as there has been waste in many other things. The adoption of the water meter is one of the best means of checking and preventing this waste. This reduces the cost of supplying the water and enables the authorities to spend the money saved on improving the water supply. We can do much to help prevent waste by being careful to see that the faucet is turned off tightly after we have finished using the water. We may help our community by reporting leaking faucets and hydrants when we discover them. A leaking faucet or hydrant is practically letting the community's money run right into the sewer.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Compare the typhoid records in the National Army cantonments with those of the Spanish-American war.**

**2. Make a list of the various uses of water. Classify these under main heads. For which purposes might unfiltered or impure water be used?**

**3. Describe the system of water supply in your community.**

**4. Compare the cost of water to a city dweller with that of the country dweller who desires to have running water in his house.**

**5. What is the source of the water supply of your community? Is it satisfactory?**

**6. Draw a rough sketch map of the country drained by the river from which the water supply of your community is obtained. Indicate any possible sources of stream pollution.**

**7. Make a visit to the waterworks of your community. Write a description of your visit. If you have a camera it might be interesting to illustrate your story with photographs.**

**8. What are the laws in your state concerning stream pollution?**

**9. If the water for your community is filtered, make a visit to the filtration plant.**

**10. Make a sketch showing the general plan of a sand filter.**

**11. How do you pay for the water which you use?**

**12. Mention some of the ways in which water is wasted in your community. How could this be prevented?**

**13. Subject for debate. *Resolved*, that the plan of securing water at a safe source as is used in New York city is better than that of purifying water secured from an unsafe source as is done in Philadelphia.**

## SEWAGE DISPOSAL

**Danger from Improper Disposal.** — The cost of water to a community does not end when the water has been delivered at the faucets. The health not only of the home community, but also of adjoining communities, may be imperiled by the improper disposal of the waste which is carried away in the used water. After water has been used for cooking, bathing, cleaning, it is full of impurities which if not properly handled may easily become a menace to the public health. We all know how quickly a puddle of water becomes offensive, especially in hot weather. Grease from our kitchens will quickly become a breeding place for flies, and stagnant water for mosquitoes. Even the rain and snow which falls into our streets must be gotten rid of quickly. If it were allowed to remain in puddles in our streets until it had drained off through the surface it would become a serious problem. Our cellars would catch the water as it filtered out through the ground and soon become breeding places for disease. So it is that the community having delivered the water to the houses must also provide some safe way of disposing of the filth and waste which this water carries off.

**Methods of Sewage Disposal.** — The easiest way to get rid of waste water or sewage is to let it flow into a near-by

river or stream. But this is not sufficient. Where cities are on tidal rivers the waste is washed back past the city and often pollutes the stream at the source of the town's supply. And even when this does not happen, communities situated down the stream suffer because of our carelessness and are put to great expense to secure a safe water supply. Many of our state communities, realizing the dangers attendant upon this method of sewage disposal, have forbidden the pollution of streams in this manner. The result has been that each local community has been compelled to adopt some method of sewage disposal which will not result in injury to the health of other communities.

Many large cities have sewage disposal plants that resemble somewhat the filtration plants which we have just considered. The waste water is carried to these plants through the sewers of the city. As it enters the plant it is caught in large tanks where it is allowed to stand until most of the heavier solid matter has settled to the bottom. These tanks are called sedimentation tanks. The sediment that falls in these tanks gets partly rid of the harmful bacteria which it contains by the action of friendly bacteria that work upon it a while in the darkness. This process is completed when the sediment is taken from the tanks and spread out in the sunlight to dry. This dried material is used as fertilizer. The liquid sewage which comes from the sedimentation tank is sprayed out from a number of little fountains and thus exposed to the air and sunlight. Afterward it passes through filters of sand or gravel. This process is repeated a number of

times until the liquid may be discharged into the river without danger of injury to the health of any one.

There are other ways of disposing of sewage so that it will not be harmful to the health of our own or other communities. In some coastal cities the sewage is treated with chemicals. This causes the solid matter to be separated from the liquid. The liquid is then emptied into the river, while the solid matter is carried on barges and dumped into the sea. In some cities the sewage is used to irrigate and fertilize farms outside the city. In this way the sewage is safely disposed of and with a profit. This method is impracticable, however, for a large city. It also can be used only where crops may be raised throughout the year, as in some of our southern towns.

**Surface Water and Sewage.** — Most of the sewerage systems of our cities were built in the days when little or no attention was paid to the problem of safety in sewage disposal. All that was thought to be necessary was a system of pipes to carry the waste water to the rivers. If you have ever noticed when the streets have been torn up you will remember that the sewerage pipes are much larger than the water pipes which bring the water to our homes. These were planned so as to be large enough to handle not only the waste water from our homes but also the surface water which has to be taken care of during every rain storm. In spite of the precautions which have been taken to build large sewerage mains, occasionally during a very heavy rain storm the pipes are not large enough to handle all the water and it backs up into our cellars or even comes out of the inlets in the lower sections.

If a city with such a sewerage system is compelled to adopt one of the methods of safe sewage disposal about which we have been reading, the disposal plant will have to handle all the water which comes through the pipes. Where new sections of an old city are being planned or when the old sewer pipes have to be replaced, we frequently find that there are two sets of pipes installed. One set handles the sewage from houses and so forth which must be purified before being emptied into the stream; the other handles only the surface water. Such a system, while expensive to install, saves in time because of the reduced cost of operating the disposal plant.

**Plumbing and Health.** — Have you ever noticed the pipe which leads from the sink in your kitchen or from the washstand in your bathroom? If you have, you will remember that it is not straight but is bent so as to form a letter U. This is called a trap. The U-shaped part of the pipe is always full of water which acts as a plug preventing the impure and foul-smelling gases which rise from the sewer from coming up into our homes. Improper or defective plumbing might permit this gas to injure the health of the community, so that especial care is taken that all plumbing work be inspected by health officers.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Describe the system of sewage disposal in use in your community.**

**2. What laws are there in your state determining the method of sewage disposal?**

**3. Who are the officers who are in charge of the enforcement of these state laws?**

**4. What is meant by a "registered plumber"?**

## CHAPTER VI

## HEALTH (Continued)

### PURE FOOD

One morning, early in the fall of 1917, the citizens of a little country town just outside the limits of one of our National Army Cantonments were surprised to see the military police on guard in front of some of their largest stores and the single restaurant of which the town boasted. Civilians were allowed to enter, but if a soldier made the attempt he was stopped by the guards and ordered away. And yet there were other stores selling the same kind of goods which were unmolested. What could be the matter?

Each one of these places sold food. Now Uncle Sam was very particular as to the kind of food which his soldiers should eat. He had gone to great expense to provide clean, wholesome food for his men, and he did not care to have them go outside the camp and buy food which might result in their being made ill. Sanitary officers had inspected the shops of the town and had discovered that some of them were careless in the manner in which they handled their foodstuffs. Meats were not kept in refrigerators. Food was left on the counters exposed to flies and dirt. And so such places were quarantined, and no soldier was allowed to enter until the strict requirements for sanitation demanded by the Army were observed.

**How Food Becomes Impure.** — When people live on farms where they produce practically all of the food which they use, they are able to guard themselves against impure food by exercising precautions in its handling and care. In our larger towns and cities, however, the people are dependent almost if not entirely on others for their food. A city will draw its food supplies from the country for hundreds of miles around, and, in the case of some commodities bring them from the far corners of the nation. This means that their food is produced, transported, and in many instances prepared by others. If every one were conscientious about his work, and did his duty faithfully, the necessary precautions would always be taken, and the food would reach the consumer as pure as it is possible to have it.

Unfortunately all people are not as careful as they should be. Some are simply careless, others are deliberately dishonest, and in order to increase their own gains neglect the care which should be taken. Food is so important to the health of the nation, and impure food can work such injury to the people who use it, that the one who is guilty of neglect or wilful tampering with the purity of the food supply is an enemy to the community.

The careless handling of foodstuffs is responsible for much impurity of food. Carelessness in regard to proper refrigeration of perishable foods; the exposure of food to flies, and the dirt and dust from store and street; indiscriminate handling of meats, cakes, and so forth, by customers; lack of sanitary precautions by dealers; — these are the chief sources of impurities.

Then, too, we have the deliberate adulteration of foods. Milk is watered, not only decreasing its food value and thus endangering the health of infants, but also at times causing the introduction of disease germs such as typhoid. Cheap vegetable fats are mixed with butter. You will be able to extend the list considerably. Sometimes meats which have spoiled, and are unfit for human consumption, are treated with chemicals which make them seem as if they were freshly slaughtered. Chemical preservatives are used to insure that inferior or partly spoiled articles shall appear to be good.

**Dangers from Impure Food.** — We must eat moderately of a wholesome, well-cooked, well-balanced diet if we are to preserve our health. Along with pure air and pure water must go pure, wholesome food. We could all cite some instance of illness caused by impure food. A very severe illness called ptomaine poisoning is caused by eating certain impure or partly spoiled foods. Much of the illness among young children is caused by impure food. Milk alone is responsible for the death of many infants every summer. In fact so many babies have died as the result of drinking impure milk that our cities have made special effort to instruct mothers as to its dangers by making it the principal feature in the baby saving shows.

The health of an entire community may be endangered by impure food. Typhoid fever may be spread through the city as a result of the careless handling of milk. Meat from diseased cattle may result in disease or death to those who use it. Dirt, dust, and filth from exposure of

food to flies, and so forth, may seriously injure the health of members of our community. Pure food is so necessary to our health, and impure food is so dangerous, that we cannot leave this matter in the hands of the individual members of the group. It demands community action and co-operation if the health of all is to be safeguarded.

**Local Community Action.** — In order to insure the purity and cleanliness of the food supply, we find in every town and city a more or less efficient organization to safeguard the public health. First of all we require that dealers handling certain kinds of food which are most likely to cause trouble be licensed. This means that they must secure a permit from the local health authorities before they are allowed to handle this food. Such measures allow the health authorities to know just which dealers are handling certain foods, for example, milk and its products, and to keep a close watch on the sanitary conditions of their stores and places of business. In order that the health of the people may not be injured by the adulteration of foodstuffs, certain standards are set up to which foods such as milk must conform. That is, the amount of cream is prescribed, the temperature at which it must be kept is indicated, and so forth. To see that such regulations are obeyed we a find number of inspectors whose duty it is to see that the city ordinances in regard to these matters are complied with.

Meats may be a source of much trouble to a community, and so we find in the local slaughterhouses inspectors who examine the meats, and pass on their fitness for human

consumption. The conditions of bakeries and other places where food is prepared for the people are regularly inspected. The condition of health of workers in such places is determined with a view to deciding whether or not it is safe to have them handling the food of others.

**State and Federal Action.** — The food of our towns and cities comes from without. The cattle which supply the milk and meat may be in a distant part of the state or even the nation. The canneries, mills, and so forth, where other food is prepared may also be located at a distance and far from the control of the local authorities. Of course it would be possible to have a rigid inspection made of all foodstuffs being brought into a city, but this would be a difficult and expensive proposition. Since the city is a part of the state and its members citizens of the state, that which affects the welfare of the city affects the welfare of the state. Just as it is to the interest of the local community to protect the interests of its citizens, so it is to the interest of the state to protect the interests of its citizens. Hence we find that the state is vitally interested in the health of the city. By statute, and close co-operation, the state works with the city to safeguard its health. We find state laws regulating conditions under which food is prepared, and so forth, and state inspectors who see that the wishes of the state group in matters pertaining to pure food are carried out. Under the direction of the state departments of health, and of agriculture, we find a corps of able men and women constantly on guard to protect us from impure food.

The national government, too, is by no means lacking in its interest and care for the public health through pure food. In our local slaughter and packing houses we find the federal inspectors. Their stamp of approval on good meats will be familiar to those of us who have visited a butcher shop. An act of Congress known as the Pure Food and Drug Act requires that the label on packages containing food bear a truthful statement as to the contents. The legend "guaranteed under the pure food and drug act" does not mean, as some people believe, that the United States government is guaranteeing the quality of the contents. It is a guarantee that the materials contained are correctly stated on the label. If, for example, benzoate of soda has been used in the preserving of catsup, the label on the bottle must state this fact together with the percentage used. All over the country federal inspectors keep careful watch for violation of such laws. The Bureau of Chemistry and the Bureau of Animal Industry under the Department of Agriculture at Washington are waging constant warfare for the protection and the preservation of the public health through pure food.

**Individual Responsibility.** — No amount of public watchfulness can replace the care which each one must exercise in regard to the food he eats. No amount of inspection will probably ever be able to eliminate the dealer who is careless in handling foods. It is a service which each one of us can render to ourselves and to the community by refusing to patronize such places. If we insist that the common decencies be observed by our shop-

keepers, and refuse to deal where food is indiscriminately handled, or exposed to dust and flies, the dealers themselves will soon adopt cleaner and more sanitary ways.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Describe some of the methods of handling the food supply of your community which you consider unsanitary.**

**2. Secure from your local Bureau of Health the regulations governing the handling and sale of milk.**

**3. Describe the work of a milk inspector.**

**4. Is the dealer or other person who waters or otherwise tampers with the milk responsible for the illness or loss of life of the babies who may be injured by its use?**

**5. What advantage is there in requiring that milk be served in bottles rather than from cans? What are some of the dangers attendant on the use of the milk bottle?**

**6. What are some of the disadvantages of having a number of small slaughterhouses?**

**7. What advantage would it be to a community to have one large abattoir where all the city meat would be slaughtered?**

**8. What foods are sold in your community for the sale of which a license is required?**

**9. What are the dangers of a cellar bakery?**

**10. What are some of the services rendered by the Bureau of Animal Industry? the Bureau of Chemistry?**

## CLEANLINESS

Cleanliness has been said to be next to godliness. However true this may be we know that there is a close relationship between cleanliness and good citizenship. The good citizen is interested first in the cleanliness of his person and immediate surroundings, and then in the cleanliness and surroundings of his fellows. He knows that when a member of the community is not interested in his own

personal cleanliness he will not be interested in that of the community in which he lives. Carelessness in this respect is one of the first steps away from that commonness of interest which makes for the very existence of the community itself.

Cleanliness is a very simple matter if we are interested enough to make the effort. The community in which we live has surrounded us with everything which we need to be clean. We have seen how a plentiful supply of pure water is piped into our homes, not only that we might have it for drinking and cooking, but also for cleansing the body and its surroundings. If we look out of the window of our classroom we may see the street cleaners at work aiding us so that we may have clean streets along which to walk. We have seen the local community at work abating smoke and other nuisances which make for an uncleanly community. If we stop to think about it we shall see that there is very little excuse for uncleanliness.

Dirt is an enemy to health. Where people are careless in regard to the cleanliness of their persons and surroundings, we are much more likely to find disease. Most disease germs grow best in dark, damp, dirty places. Fresh air, sunlight, and pure water are enemies of disease. Disease carriers such as flies and mosquitoes originate in filth or in pools of stagnant water. The community cannot afford to permit dirt and filth to exist if it is to safeguard its health.

There are some forms of dirt which in themselves may not be sources of disease, but which we cannot afford to

permit to exist because of the effect which they have upon the appearance of the community, and the consequent effect upon the lives of the people. Some people who are particular in regard to their personal surroundings are careless when the appearance of the neighborhood is concerned. They carelessly throw into the street pieces of paper and other articles which are responsible for

RUBBISH CANS FOR PAPER AND OTHER WASTE

much of the dirty appearance of our highways. A good citizen will be as careful of the streets of his city as of the rooms in his home.

**Sources of Dirt.** — It is a rather distressing fact that most of our American communities are careless in regard to the condition of their streets. It is not because we want dirty streets, but because so many of us fail to recognize our own responsibility for the conditions which exist. Men and women who are otherwise perfectly good citizens will thoughtlessly drop into the streets torn pieces of an

envelope, accept a circular which is being distributed and then carelessly throw it away. Boxes containing waste paper are placed out to wait for the waste collector only to have a part of the contents blown all over the street by the wind. Storekeepers sweep the dirt from their shops into the street. Boys and girls drop candy bags, torn scraps of school papers, fruit peelings, here and there. You will be able to add to this list to considerable length. It is little wonder that the streets of our towns and cities are often unpresentable.

And all this in spite of the fact that the community is paying out no small amount of its good money to keep these very streets clean. "But," some one may remark, "that is what the street cleaners are for." Can you tell what is wrong with such a suggestion?

**Street Cleaning.** — The problem of keeping our city streets clean is a very big one, involving the expenditure of millions of dollars every year, and the employment of a small army of laborers. The methods which are used will vary in the different communities according to the progressiveness of the community. Every conceivable method will be found, from the single cleaner with barrow and broom to the modern power-driven street cleaning machine. The type of machine used will vary, too, with the nature of the street paving, one type being used on the smoothly paved streets, and another on the rough granite block-paved highways.

It will be interesting if various members of the class write to firms which manufacture street cleaning ma-

chinery and ask for catalogues showing pictures and giving descriptions of the different machines.

It has been found that the power-driven machines, when they can be used, do the work more quickly and more economically than the older horse-drawn machines. The nature of the paving determines the type of cleaning device which may be used. If the street is paved with rough granite blocks it is necessary to use the machine broom. If it is smoothly paved as with asphalt the squeegee machine or the high pressure motor flusher may be used. A new type of machine not only sweeps up the dirt but also loads it into wagons to be carted away, thus completing the entire process in one operation.

Since street cleaning is a matter requiring constant attention and is a source of considerable expense to the community, the relation of the nature of the street paving to it should be considered. Since the smooth-paved street, whether of asphalt, wood blocks, or cemented bricks, may be cleaned quickly and economically by means of motor-driven machines, it would seem to be wise to see that wherever possible these forms of paving be adopted.

**Garbage Disposal.** — Among the enemies of the public health must be listed the garbage can. Not because it should necessarily be an enemy, but because of the carelessness of members of the community who are responsible for its condition. Even the tightly covered iron can, unless it is kept scrupulously clean, in hot weather may become a nuisance. But the leaking, uncovered bucket is a certain menace to health. Not only are the odors

which come from it objectionable, but it is also a breeding place for flies. These multiply with great rapidity and soon make their way from the garbage can to the food-stuffs on our tables. Even covered cans which have been allowed to stand out overnight are likely to have their contents spilled over the ground by some prowling cat or dog. Indeed the garbage can may be a source of dirt, foul odor, and disease.

The problem of disposing of the garbage is an important one in every community. A simple and profitable method in country districts is to feed it to the pigs. In fact in some small cities this is still done. The keeping of pigs by individual members of the community within the city limits, however, is generally prohibited because of the objectionable odors and the fact that pigpens are breeding places for flies. The garbage, on the other hand, may be burned or thrown into a near-by stream. The objections to these last methods are quite evident. In more closely settled communities some other method of disposal must be adopted.

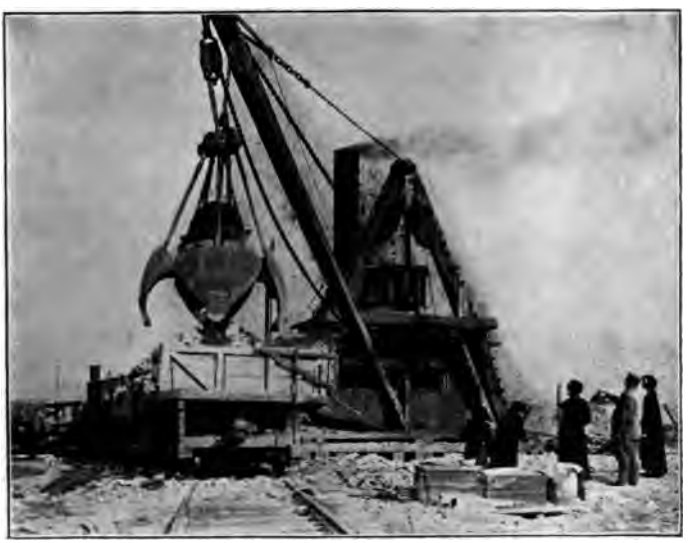
**Incineration.**—There are two principal methods of getting rid of garbage. One method is by incineration, that is, burning. The other is by reduction. The incineration or burning of garbage as it is carried on in a town or city is quite different from that which would be employed by the individual citizen who attempted to burn his garbage. When garbage is burned, unless the fire is sufficiently hot to consume all smoke and gas, a most objectionable odor is thrown off which makes living near by

very uncomfortable. Every particle of garbage must be completely destroyed. This requires a very hot fire because of the large amount of water which is contained in garbage, and is quite expensive on account of the amount of coal or other fuel which must be used. This difficulty is overcome, however, by having the garbage mixed with ashes and then burning both together under a forced draft. There is enough unburned coal in the ashes and fuel in the garbage to burn completely all the garbage when handled in this manner. This method is not so expensive in that the cost of operating the plant may be reduced by making use of the great heat produced to generate steam with which to make electricity for operating the plant itself, and even to supply light and power to points outside the plant.

**Reduction.** — There are some people, however, who claim that the garbage contains too much valuable material to permit of its being destroyed. In order to save the fats and other products which the garbage contains a process is resorted to which is called reduction. In this process the garbage is cooked by means of steam for a number of hours until it is boiled down to a paste. It is then subjected to pressure which separates out the grease and liquid. This grease is then refined. It is the most valuable part of the garbage. It is used in the manufacture of soap, candles, and so forth. The remaining material is used in the manufacture of fertilizer.

**Waste and Ashes.** — Ashes and rubbish are the cleanest of the waste products of a community, and yet they are responsible for a great deal of the dirt in the streets. This

is due to the carelessness with which they are handled by housekeeper and collector. The resulting dirt from the improper disposal of ashes and rubbish has led most communities to make rather strict regulations as to just how such materials should be disposed of. But in spite of



ASH MACHINE
Used to unload scows and load cars with ashes, which later are dumped to fill in land, etc.

these our streets still continue to be littered every ash and rubbish day. No amount of law will ever be able to overcome the carelessness of the individual citizen. When we really want clean streets and are willing to take the proper precautions with our waste and rubbish and other sources of dirt, our streets will be clean. If each housekeeper saw to it that the cans or boxes containing the ashes did not leak, that they were not overfilled, and that

waste papers and so forth were tied into bundles so that the wind could not blow them away, much of the unnecessary dirt in our streets would be eliminated. A community which was careful in regard to the manner in which it placed its waste and rubbish on the street would soon see that the collectors obeyed the laws in regard to keeping their wagons covered and that they exercised proper care in their collections.

**Municipal *vs.* Private Service.** — There are two ways in which a community may look after these matters pertaining to its cleanliness. It may either take charge of the work and do it for itself, or it may hire some one to do the work for it. Both of these methods are to be found in our country. There are advantages and disadvantages on each side. The matters about which we have been reading are not so simple as they might at first seem. To do such work efficiently and cheaply requires expert knowledge. The supervision and planning of this work is the job of well-trained experts. When the work is done by the community there is the danger that it will be placed in the hands of men who are politicians rather than technical experts. On the other hand there is the possibility of political influence entering into the awarding of contracts to private organizations. What is needed is the development of citizens who will be willing to place the welfare of the community above their own personal interests.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Draw a diagram of what you would consider a satisfactory garbage can. Of what material would you have it made?**

**2. How do you dispose of the garbage at your home?**

**3. How is the garbage collected? By whom? What kinds of wagons are used?**

**4. What system of final disposal of garbage is used by your community?**

**5. Write a brief argument in favor of the "reduction" plan; of the "incinerating" plan.**

**6. What are the regulations governing the disposal of waste and ashes in your community?**

**7. Whose duty is it to see that these laws are enforced?**

## THE PREVENTION OF CONTAGION

In the fall of 1918 the country was swept with a terrible disease, which cost the lives of thousands of our citizens. In army camp, city and village alike it did its deadly work, while the medical profession, ignorant of a cure for the malady, seemed to be almost helpless. It had been many years since such an epidemic had swept the country. The destruction worked by influenza and the suffering and distress which it caused may be taken as an illustration of the horrors which are attendant on unchecked contagious diseases. There was a time when diseases such as smallpox and yellow fever would spread at almost regular intervals through whole sections of the country and claim many victims. Fortunately, as a result of the wonderful discoveries which have been made in recent years by our physicians, such diseases have been either entirely wiped out or when they do occur are held in such close check that they do comparatively little damage. Let us look at some of the ways by which the community protects itself from contagious diseases.

**School Medical Inspection.** — There are many contagious diseases which we find especially among young children. There was a time when parents believed that every child had to have at some time or other such diseases as the measles and chicken-pox. Little or no care was taken to prevent the spread of these diseases. In some cases when one child in the family was taken with the measles the other children were deliberately exposed so that they would take the disease and have it over. We know to-day that this was very foolish. Children do not have to have the so-called children's diseases. In some instances such diseases result in loss of life or some permanent injury to the child.

In our schools, where large numbers of children are brought together, there is a terrible chance for the spread of contagious disease unless care is exercised. To safeguard the health of our boys and girls every teacher is trained in detecting the more important contagious diseases. The teacher and the principal represent the first line of defense. When a case is discovered which seems to be suspicious the child is sent to the school medical inspector or to the nurse. If it should have a contagious disease it is immediately excluded from the school, and at the same time a report is made to the local health authorities in order that the other families in the neighborhood may be protected.

**Vaccination.** — Being vaccinated is an experience which most of us have had, for we would not have been admitted to school without vaccination. Formerly smallpox was

one of the most feared diseases. At intervals it would break out and sweep across the country taking a heavy toll of life. The discovery and widespread use of vaccination against this disease has, however, resulted in almost complete elimination of this scourge. So effective has the application of vaccination been in preventing smallpox in civilized communities that vaccination of school children, and of persons who have been exposed to the disease by being in the neighborhood when a case is discovered, has been made compulsory. Other forms of vaccination which have been introduced lately are those for protection from typhoid fever and influenza. As we have seen, the compulsory inoculation of all soldiers with typhoid vaccine resulted in the practical elimination of typhoid fever from the American army in the recent war. In a matter which so closely affects the life and welfare of the entire community the good citizen willingly submits to such preventive measures as will make for the welfare of the group.

**Quarantine.** — We have all seen the quarantine signs which are placed on houses in which there is some contagious disease. Have you ever read one of them? At the top there is usually printed the name of the disease. Beneath this is a warning as to the danger of the disease and such regulations as the health officers of the community see fit to enforce. It may contain in the case of certain diseases a statement forbidding any one to enter or leave the house for a certain period. In case of a disease such as smallpox we usually find an officer at the front of

the house and another at the rear to see that the quarantine is enforced.

It is not a pleasant thing to be quarantined and not to be permitted to leave our own homes when we please. But good citizens are willing to obey the law because they know that it is for the good of all the people of the community. The health officer who placed the sign on the door, and the policemen who are there to see that the law is observed, are merely performing their duty which they are required by the rest of the community to do. How angry we should be if someone were to visit us in our home and after they had left we were to find that they had just come from a house in which there was a case of smallpox! And we should be even more provoked if as a result of their carelessness some member of our family were to contract the dread disease. When we think of it in this light we see that quarantine is meant to save us from unnecessary exposure to the dangers of disease.

The physician whom we call in, in case of illness, is required by law to report to the health authorities of the community any case of contagious disease which he discovers. If he should fail to do this he is likely to be punished very severely. The health authorities of the community, the members of the Department of Health of the city, are merely the men and women whom the people of the community have selected to protect the public health.

If we were to visit the headquarters of the health authorities we should find that they keep a very close watch over the health of the community. On large maps of the city there will be indicated by means of colored dots

every case of contagious disease which exists in the city. A careful study of these maps will sometimes lead to the discovery of the source of a certain disease. This makes it possible for them to go right to the source when they take up their fight against any disease.

But not only does the community quarantine the homes of individual members within the community but when necessary establishes quarantine over sections of the community or even over the entire city or town. To protect the public health people from other communities may be forbidden to enter our community if we are fearful lest some contagious disease from which this other group is suffering may be brought to us. Such a quarantine was established during a recent epidemic of infantile paralysis.

Since the spread of disease concerns every one in the country all three communities, local, state, and national, are deeply interested and co-operate closely. When the local authorities are unable to cope satisfactorily with a given disease, the state authorities come to their aid. In like manner the national authorities have the right to step in whenever the welfare of the local or state communities seems to warrant it. The local authorities are required to report to the state all cases of contagious disease and the number of deaths from each. Each week the state is required to report this information to the public health service of the national government.

**Federal Quarantine.** — While we are busy guarding ourselves against diseases which arise within, the national

community is guarding us from disease which might be brought to us from without. Constantly on guard, through every minute of the day and night, stand the quarantine officers who represent the national government. Every vessel entering our country from a foreign port is boarded by a quarantine officer. He does not allow the ship to dock until it can show a clean bill of

U. S. IMMIGRATION STATION, ELLIS ISLAND
Here all immigrants must present themselves for their first inspection under the law

health. Every alien who enters the United States must undergo a medical examination. In this way many dangerous diseases which exist in foreign lands are kept out of our country.

It has been estimated that there are probably a million preventable deaths in the United States each year. This means a tremendous loss to the country. It will be seen that the problem of health is one of the most important even for the national government. So it is that all over

the country the national government is constantly active in combating disease and studying its causes. Wonderful strides have been made in fighting such diseases as yellow fever, bubonic plague, and pestilence. The national government has become one of the chief enemies of the fly and the mosquito.

**Education.** — The public school and other educational institutions work hand in hand with the governmental agencies to promote health. A very important subject in every classroom is hygiene. It is believed to be so important that instruction in this subject is in most places required by law. In our cities we find public lectures on health matters. In the more advanced communities help is given directly in the home. The public nurse visits from house to house in the sections where she is most needed, helping the people with their health problems. Then there are the health exhibits which are held from time to time covering such subjects as milk, tuberculosis, and baby-saving.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Secure from your school medical inspector a copy of one of the exclusion forms which he uses. Under what conditions is this form used in your school?**

**2. How does your teacher know when to exclude the brothers and sisters of a child in another class who is suffering with a contagious disease?**

**3. Find out from some discharged soldier whom you know all you can about vaccination against typhoid fever. Why was this considered so important in the Army as to be made compulsory?**

**4. In what contagious diseases does your community establish quarantine? How is it carried out?**

**5. Write to the Bureau of Entomology at Washington and request that pamphlets on the fly and mosquito be sent to you.**

**6. Read the story of the heroic fight waged against the mosquito and yellow fever by the Medical Corps of the United States Army.**

## THE REGULATION OF WORKING HOURS AND CONDITIONS

**In School.** — We have seen that every boy and girl is not only a citizen but a citizen at work. Most of us spend at least three or four hours every day in our classrooms. We are engaged in a most valuable occupation and it is necessary both for ourselves and the community that the conditions under which we work be such as will not result in injury to our health. A sound mind in a sound body is a good motto to have before us. Unless we have health our education will be of little use to us in our after life.

If we look around our classroom we shall see certain measures which have been taken to guard our health. The room is well ventilated. The desks are so arranged that the light falls from over our left shoulder. If we are so fortunate as to be in a modern, well-equipped school, we are sitting in adjustable desks which are comfortable, and which may be adapted to the various activities of reading, writing, drawing, and so forth. The signal on the classroom bell indicates that the school doctor or the school nurse is in the building and ready to see any one who is in need of medical attention. We may even have a dental dispensary where a dentist may be found at certain hours ready to take care of our teeth. The community has employed experts, who, under the direction

of the school authorities, are carrying out the laws made by the local Board of Education or the State through the instructions of the City, County, or State Superintendent of Schools.

**Child Labor.** — If we decide that we would like to leave school and go to work we find that there are certain requirements which we must fulfil before we may do so. Laws have been passed by the state legislature which prescribe a certain age below which no boy or girl may be employed. This is partly in order to insure that every one shall receive at least a certain amount of education, but also in order that the health of the boys and girls may be protected. It has been found that the employment of young children during the long hours of the working day is injurious to their health. There was a time, before the people of the community realized how harmful it was, when very young children were employed and worked in mills and factories from early morning until late at night. Deprived of their right to play in the fresh outdoor air and sunshine, such children after a time often sickened and died. Others became so weakened that their future usefulness to themselves and the community was impaired, and they became subject to disease.

The evils of the employment of young children are clearly recognized to-day. As the result of the efforts of private organizations such as the child labor associations, our state legislatures have passed laws forbidding the employment of children below a certain age, usually fourteen years, in any form of employment. A higher age limit

is often found governing employment in certain industries which are especially harmful to children. A medical examination must show physical fitness to enter the proposed employment. Employment in certain dangerous occupations is forbidden. The states employ many inspectors whose business it is to see that the state laws governing the employment of children are obeyed.

In order to assist the states in the enforcement of the child labor laws, Congress passed in 1916 a law forbidding interstate commerce in articles in the manufacture of which child labor was engaged.

**Dangerous Trades.** — If you have ever seen a workman cleaning stone with a sand blast, you will have noticed that his face was protected from the flying sand by a mask. To breathe this sand and cut stone is very injurious to the lungs and in a short while would probably result in the worker developing tuberculosis. There are many occupations which are injurious to one's health. Trades requiring the handling of arsenic, mercury, lead, phosphorus, and other poisonous materials are especially dangerous. As these trades are necessary some one must do the work. From such employment it is only right that boys and girls should be excluded. The older folk who are engaged in such work must be protected as far as possible. Laws have been passed requiring the wearing of masks, the installation of hoods and fans for ventilating, and other protective measures. The state employs inspectors to see that these laws concerning labor conditions are enforced.

Workers in dangerous trades often become careless and

disregard the measures which have been taken for their protection. Unless the individual co-operates with the law, which has been made for his safety, the very purpose of the law is defeated.

An evidence that the national government is interested in the health of the worker may be seen if we examine the label on a box of matches. The people who were engaged in the manufacture of matches were formerly subject to a disease which was the result of phosphorus poisoning. In order to protect them Congress has passed a law to which we find reference on the match box.

**Sweatshop Labor.** — In certain lines of industry it is a practice to have part of the operation done outside the shop. We find quite a little of this in the clothing trades, where the work is let out to people who carry the goods to their homes, where the buttonholes are worked and other processes done. Work of this kind permits mothers who have no other means of support to earn money right in their own homes. There are many dangers, however, attendant on this system. Clothing may be carried into homes in which there is disease or where the sanitary conditions are unsafe. Frequently all the members of the family who are at all able are required to work on the garments so that more money may be earned. Then, too, the worker's health is often injured by working excessively long hours with poor lighting and ventilating facilities. Such work is not readily inspected by the factory inspectors and is therefore largely out of their control. It affords a means by which employers of labor

imposing on the ignorance or impoverished conditions of the workers are able to violate practically all the laws which have been made to safeguard the workers' health.

An effort has been made in some places to get at this evil by specifying, by law, the size and ventilating conditions of every room in which such labor is performed. Where such laws are actually enforced they help to remedy the conditions. Among the private organizations which are fighting the sweatshop evil is the National Consumers' League. This organization endeavors to educate the people as to the evils of sweatshop labor, secure legislation against it, and by means of publicity bring before the people articles which are not made in sweatshops. If the people were to refuse to purchase articles made under sweatshop conditions, the evil would be quickly ended.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. How do the following school activities help safeguard the health of the boys and girls? physical exercise; the recess; the school lunch; school athletics.**

**2. What are the state laws governing the employment of minors in your state?**

**3. Write an argument in favor of permitting the employment of boys over twelve years of age as newsboys. What are some of the dangers of this kind of work?**

**4. Which is the more healthful, an indoor or an outdoor occupation? Why?**

**5. How may an indoor worker guard his health so that he may keep well and strong?**

**6. If you have in mind the occupation in which you expect to engage in later life make a list of all the points in favor and against it from the point of health.**

## THE COMMUNITY AND HEALTH

We have seen that health is one of the common interests of every community. The very life and existence of the community depend upon the safeguarding of the health of the group. We find, therefore, that the people are vitally concerned and that in order to achieve their desires for this element of common welfare they have built up a rather complicated organization which forms a part of what we call the machinery of government.

Whenever we use the word government in connection with our own country we must remember that we are referring to the power or control which all the people of the nation exercise. The President is not the government, nor is the Governor, nor Mayor, nor Judge, nor Congressman, nor any of the officials of city, state, or nation. They are merely the representatives of the people of their respective communities, charged with the carrying out of the desires of the people. The source of all authority in our nation is the people. The laws merely represent what the people have willed through their representatives. The authorities or representatives, be they President or policeman, are merely standing in the place of all the people and carrying out their wishes.

In our study of the ways in which the community safeguards its health we have seen many ordinances and laws, but they have always been the expressed wish of the people of the community. We have studied about the work of many people who are busily engaged in enforcing these laws, but they have always been the agents

of the people, their employees, doing what the people have instructed them to do.

To manage the affairs of a community such as our city, or our state, or our nation, is a very great task. It is bigger than the management of any single business enterprise. We all know how necessary it is that a business concern be organized so that the work may be done promptly and well. How much more necessary organization must be in the management of the great business of running our cities, our states, and our nation.

In a later section of the book we shall consider in greater detail some facts about the organization of our governments. It will be sufficient at this point if we get just a brief idea of the general plan of government which we find in our communities, so that when terms are used we shall understand what is meant.

The work of running any one of our communities is divided into three parts. First, there is the branch of government which is responsible for making the laws. That means putting into words the things which the people of the community desire. It is called the legislative, or law-making, branch. Then there is the branch of government which sees that the laws which have been made are carried out or enforced. It is called the executive, or law-enforcing, branch. And third, there is the branch of government which is concerned with explaining the meaning of laws that have been made and thereby helping to enforce them. It is called the judicial, or law-interpreting branch.

In our study of the elements of welfare we shall be concerned chiefly with the work of the executive branch. In

fact the great bulk of the work of the government is carried on by this branch. In our cities, for example, the laws concerning public health are enforced by the chief executive of the city government, the Mayor. Since, however, he is unable to handle all this work himself and is usually lacking in the technical knowledge, he calls upon some prominent physician and makes him head of the health department of the city. The health department has so much work to do that it is as necessary for it to be organized as any other business. The work is therefore divided up among the various bureaus of which the department is composed. Over each bureau we find a chief who is especially skilled in his own particular field of work. Each bureau will have many employees, depending upon the amount of work which must be done. So it is that when the inspector comes to our home he is not only representing the bureau of health, and standing in the place of the director, but also representing the Mayor or chief executive of the city. And since the Mayor is standing in the place of all the people, we may easily see that behind the word of the inspector is finally the word and power of all the people of the community. So it is that the power which comes from the people is represented in the person of one man who in respect to matters of health has been chosen to stand in the place of all the people.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of the various services rendered by your local health department.**

**2. Trace the source of authority of a nuisance inspector back to the people.**

**3. Secure a copy of the last annual report of your local health department.**

**4. How could you justify on the ground of public health a law making spitting on the streets a misdemeanor?**

**5. Make a list of some of the ordinances of your city which seem to you to be especially good as measures for health protection.**

**6. What relation is there between the public playgrounds, gymnasiums, swimming pools, and so forth, of your community and the public health?**

**7. What other city departments besides that of health are concerned in any way with the preservation of the public health?**

**8. Make a list of some of the ways in which your state aids in protecting the public health.**

**9. Make a list of the departments of your state government which are concerned in any way with the health problem.**

**10. Trace the source of authority of a state health agent back to the people.**

**11. What arguments could you advance for the establishment of a department of health as a part of the national plan of government?**

**12. Find out all you can about the work of each of the following bureaus in relation to the public health:**

**The bureau of chemistry.**
**The bureau of animal industry.**
**The bureau of entomology under the Department of Agriculture.**
**The public health service under the Department of the Treasury.**
**The children's bureau under the Department of Labor.**

**13. Trace the source of authority of an agent of one of these bureaus back to the people.**

**14. What amendment to the national constitution most directly affects the health of the people of the nation? Why?**

## INDIVIDUAL RESPONSIBILITY FOR HEALTH

It is the duty of the good citizen to keep himself in good health. Deprived of his health, he is no longer able to serve his community and becomes a drag upon it. All sickness is not preventable, but there is a great deal of disease and misery in every community which is the re-

sult of the carelessness of some one. Sometimes it is individual neglect. At other times it is the fault of conditions over which the individual is powerless to exercise control, but which the community as a whole could easily regulate. We must learn to feel an individual responsibility for matters which, even though they may not affect us personally, yet may be injurious to others. To no small degree are we the keepers of our brother's health.

The citizen who wilfully undermines the health of other members of the community, whether it be by maintaining nuisances, neglect of sanitary precautions, food adulteration, or in any other manner, is an enemy to the community. He is a menace to the group of which he is a member and should be tolerated no longer than is necessary to detect him.

The rights of the community as a whole are far greater than those of any individual member. If sickness were a matter which affected only the individual it might be overlooked as a community problem. But there is no sickness or disease which does not directly or indirectly affect the entire group. The community has the right to require of each one of us such action as will make for the best interest of all. It is a matter of willing co-operation.

There is no better opportunity for proving the worth of one's citizenship and the fulness of one's patriotism than that of being willing to do cheerfully those things which will make for health, personal and social. Let us prove that we are patriots and not slackers by our willing effort to advance in every way possible the public health.

## CHAPTER VII

## PROTECTION OF LIFE AND PROPERTY

Living has been called the most dangerous thing in life. And there is much truth in this statement. This is especially true of life in a large city where, because of the great throngs of people, the vast amount of business which is going on, and the rate of speed at which everything is done, accidents are so likely to happen. As life is the one thing which we desire above all others we should expect to find that every possible precaution would be taken. And yet, every morning and evening, as we look into the newspapers, we are almost certain to see accounts of accidents resulting in the injury or loss of life of people and the destruction of property. That such accidents and the resulting loss of life do not occur even more frequently is due solely to the many precautions which the people of the community have taken to protect themselves. If we keep our eyes open we shall be able to see many of these precautions every time we walk along the street.

As we leave our home in the morning we are careful to see that the door of the house is locked. At the corner of the street we see the big policeman, who has been on guard through the night, calling up the station house on the police phone. Alongside of the letter box stands the red fire alarm box from which the alarm would be sent in

case of fire in one of the houses in our neighborhood. As the trolley car rounds the corner we notice the low hanging fender on guard to prevent any one who might by accident fall in front of the car from being run over by the wheels. We notice that the automobiles cut down their speed as they approach the street corners, and that they do not pass standing trolleys, but wait until the passengers have been discharged. Here is a tall building with its fire escape. As we approach the railroad we see that the grade crossing is protected by gates and by a watchman, or better still, there is no grade crossing, as the tracks have been elevated. On the railroads we notice the semaphore, or signals warning the engineers as to the condition of the track on which they are traveling. And so we might go on and enumerate many other evidences of the care of the community to protect itself from danger.

There are surely many sources of danger in a modern community. Whether in our homes or on the streets, riding in the cars or while in our places of business, we are constantly surrounded by danger. And yet most of the accidents which occur are the result of some one's carelessness. Sometimes it is the fault of the motorman or the driver of the automobile. Sometimes it is the fault of the person who has been injured. There is one word which sums up the cause of most accidents. It is CARELESSNESS. Because of this fact a campaign is being waged constantly to save people from the results of their own carelessness. You have often heard the motto Safety First. It is the keynote of a campaign to get each one of us to be careful, to think before we act. The railroads for many

years have had a legend which they expose in a prominent manner at railroad crossings. It is "Stop, Look, and Listen." If it were observed more faithfully by every one, not only at railroad crossings, but also at street crossings, the death toll from accidents would be very materially reduced.

### THE PREVENTION OF ACCIDENT

**At Home.** — We sometimes feel that when we are in our own homes we are in the safest place of all. And we may be if we exercise the precautions which it is necessary to take even in our own homes. Occasionally, however, it is here that some of the worst accidents occur. There are many sources of danger even at home. The gas which we use to light our houses and with which we do our cooking has been responsible for many deaths, in spite of the fact that the manufacturers give it a peculiarly objectionable odor so as to warn us in case it is escaping. The leaving of a gas jet burning near an open window where the wind may blow it out is dangerous. But the greatest danger comes from the use of the slot or prepayment meter. If the gas happens to give out while the lights are burning, especially after some of the family have gone to bed, and some one puts a quarter into the meter and neglects to examine all the jets in the house, a serious accident may occur. There have been so many accidents arising from just this cause that it pays to be very careful.

Then of course there is the danger from fire. The careless use of matches; the placing of hot ashes into wooden boxes; the thoughtless disposal of oily rags; the overheated *furnace; the* accumulation of piles of rubbish; the keeping

soline and oil on the premises; neglecting to turn off current when leaving an electric iron on the ironing d; the kindling of fires with oil, — are all frequent s of fire which often results in loss of life and property. e community takes every precaution to prevent fires lso to reduce accidents to life in case of fire. Within limits only certain of building contion are permitted. t laws have been covering the use torage of explosives highly inflammable rials in buildings. buildings above a in height must be ped with fire es-. To see that these are obeyed there are ent inspections by city inspectors. A danger to life lies ermitting obstruc- to be placed on fire es, or in allowing xits to these to be d. Severe penalties are attached to the violation of laws.

AT IMPORTANT CROSSINGS WE FIND THE TRAFFIC OFFICER

**the Street.** — On the street, especially during the hours of the day, there is danger, particularly to old

folks and children. At the important crossings where there is great congestion of traffic we find the traffic officer. He is directing the movement of the countless motor-driven vehicles and cars, and in that way enabling the thousands of people who cross and recross the street to do so in safety. Traffic has become so dense in some of our city

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TRAFFIC HAS BECOME SO DENSE THAT IT HAS BECOME NECESSARY TO MAKE STRICT RULES AS TO JUST HOW A VEHICLE SHALL PROCEED

streets that it has become necessary to make very strict rules as to just how a vehicle shall proceed in going through the city. Often certain streets are designated as one way streets. The rate of speed is limited and many other precautions are taken to protect the lives of the pedestrians.

Overhead signs and wires have also been a source of accident especially in time of storm, to say nothing of the unsightliness of these things. Most communities have very

definite regulations as to the hanging of signs. In some places all wires must be run underground.

In olden times travel upon the streets after dark was particularly dangerous. This was not due, as you may well imagine, to the traffic, but to the highwayman who took advantage of the darkness to cover his crime. Well-to-do people when they had to travel at night went surrounded by their servants who were armed. There were also public lightbearers called linkmen, who carried great flaming torches, or links, with which they would for a sum of money light the pedestrian along the road. The roads were usually so bad and so full of holes that it was unsafe to attempt to travel without a light. On the other hand the linkmen often proved to be in league with the robbers and would lead their clients right into the hands of the highwaymen. To-day our brilliantly lighted streets have done much to banish crime. Every arc light which we see along our city streets is like a great policeman keeping away the undesirable characters.

**On the Railroad.** — When we travel on the railroad we do not often give much thought to the possibility of accident. We know that the tracks and roadbed are being watched carefully for any needed repairs. Out by the side of the track stands the silent but ever watchful guard, the automatic semaphore, which warns the engineer of the condition of the track ahead, and puts a warning signal up against any other train which might be following. During the war our railroads were directly under the control of the national government. Prior to this time the national

government was active in bringing about the installation of safety devices on all railroads of the country.

**On the Water.** — Much travel and a great deal of commerce is on the inland waterways and upon the ocean. At several hundred points along the sea coast and on the Gulf the national government maintains weather stations where warnings of impending storms are issued for the benefit of marine interests. Millions of dollars worth of property and many lives have been saved by the warning of a single hurricane. Lighthouses, buoys, lightship tenders, are maintained by the national government. These warn mariners of dangerous rocks and shoals, and also serve to aid them to find their way into the harbors. Ocean-going ships are required to be equipped with wireless apparatus and operators so that in case of accident they may call for aid. Inspectors under the direction of the national community see to it that steamships are not overcrowded, and that the boilers, hulls, and life-saving devices are in fit condition.

**In Industry.** — Just as in industry the health of the worker must be protected, so must care be taken to prevent injury or death through accident. The high speed machinery which is used in so many of our modern industrial plants is likely to become dangerous to life and limb unless special precautions are taken. As the worker gains in speed and skill in the handling of machinery he is likely to become careless. This is due to the fact that after a little while the motions necessary to the operation of a machine become more or less automatic. It is then that accidents are most

likely to occur. Because of this many safety devices have been invented which tend to prevent even the careless worker from being hurt. For example, an automatic guard makes it practically impossible for one to have one's hand or arm caught in certain types of printing machines, as the guard rising up throws the arm out before the press comes together. Cog-wheels are covered with guards so as to prevent the catching of one's clothes. In the coal mines, where formerly lives were often lost through the explosions of coal gas, devices have been invented which detect the presence of gas before even the odor is evident. Elevators in our large office buildings and stores are regularly inspected. Boilers are tested at regular intervals. In fact every possible precaution is being used to lessen the number of deaths and accidents which are attendant on modern industry.

**Individual Responsibility.** — But we must ever remember that a part of the responsibility rests upon each one of us. No matter how fool proof the device may be there is always the possibility of an accident happening. Brains are still necessary if one is to go through life with the possession of one's members. We must remember that all the precautions have been taken for our own good. The best of gates will be of no effect to the person who deliberately climbs under or around them and walks across the railroad track in front of the swiftly approaching train. As good citizens we have no business to expose ourselves to the danger of accident or death. Our lives do not belong to ourselves alone but to the community of which we are a part.

We must ever be on our guard against the carelessness which may result in loss of life or injury to ourselves or to others.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of the accidents which you find reported in this morning's newspaper. Arrange these as to place where they have occurred and the cause. Judging from the article indicate whether or not the accident was the result of carelessness.**

**2. What are some of the accidents which may occur to us in our homes? How could many of these be avoided?**

**3. What are some of the precautions taken in your school to prevent accidents?**

**4. What are some of the dangers of children playing in the street? How does your community endeavor to prevent such accidents?**

**5. What are some of the duties of the policeman which are concerned with accident prevention?**

**6. What traffic regulations in your community have as their aim the prevention of accidents?**

**7. Which do you consider safer, travel on land or water? Why?**

**8. What bureaus and department of your city government are concerned most with the prevention of accident?**

**9. What are some of your state laws which concern the prevention of accidents in industry? How are these laws enforced?**

**10. What departments of the national government are concerned with the prevention of accidents?**

**11. Describe the effect of an accident upon a member of the community? What effect may this have upon his family? Upon the community?**

### PROTECTION AGAINST FIRE

What excitement the alarm of fire always causes! If it occurs during the day we drop whatever we are doing and run to see the engines go by or hurry to the scene of the fire. If it occurs during the night we anxiously inquire as to where it is, and are not satisfied to go back to bed

until we learn that it is at a distance from our home or that it has been extinguished.

Our fear of fire is not groundless, for uncontrolled fire is one of the most destructive enemies of the community. Towns and even cities have been almost entirely destroyed by fire. It has been estimated that the cost in destruction of property by fire in the United States amounts to about five hundred dollars every minute. When we add to this the loss of life and the injuries which are the result of fire we can easily see that it is one of the most destructive agents of life and property. Against such destruction every community must wage continual warfare. There are two ways of accomplishing the desired results. The one is by providing for efficient methods of fire fighting, the other by fire prevention.

**Fire Fighting.** — Every fire that has ever occurred has had a very small beginning. Sometimes it has been as small as a spark or the flaming head of a match. When a fire is just beginning it is a very simple matter to put it out. It is a time, however, when every second counts. The contents of a bucket of water well directed or the use of a rug to smother the flames has prevented many a serious fire. We may have seen buckets filled with water and marked "For fire use only." We are all of us familiar with the fire extinguishers which we see in the corridors of our schools and in places of business. These contain a chemical which when thrown on a fire quickly smothers the flames. Many of these extinguishers are so powerful that they will kill a fire even after it has made considerable

headway. A cool head and a steady hand have checked many a fire before it has had opportunity to do much damage, which if it had not been checked might have resulted disastrously to life and property.

**Automatic Sprinklers.** — In addition to the precaution which is taken to make our modern buildings as nearly fire-proof as possible, many of them are equipped with automatic sprinkling devices. These consist of a series of pipes which are run across the ceiling at regular intervals. In each pipe there are a number of small openings which have been plugged with a soft metal. These pipes are connected with a tank on the roof which is kept full of water. If a fire breaks out in any part of the building the heat very quickly melts the metal stoppers in the pipes and permits a steady stream of water to pour down just over the place where the fire is. It will be seen that an ordinary fire has but little chance against such odds. Often the fire is extinguished before any one knows that it has taken place.

**Watchmen.** — In our large business concerns watchmen are employed whose business it is to be constantly on the alert to detect fires. It is their duty as soon as a fire is discovered to give the alarm and then to fight the fire by using the hand fire extinguishers until help arrives. In some places we find the employees organized into a regular fire department. Each man has his station to which he must go in case of a fire and certain tasks to perform. The city fire department aids in training the members of such private fire departments in the best methods of fire fighting.

**The Fire Department.** — The problem of fire fighting is such an important one that the community is unwilling to leave the matter entirely in the hands of individual citizens, no matter how trustworthy they may be. In former times the fire departments were made up of volunteers who served as an act of public service. In this manner most of our modern fire-fighting forces had their origin. These men rendered splendid service, but as the cities grew it became increasingly impossible to leave so important a matter in the hands of volunteers and so the beginnings of our present fire departments were made. The new fire department is made up of men who give their entire time to the fighting and prevention of fire.

The fire departments of our cities are carefully organized so as to be able to fight fires most effectively. Scattered all over the city we find the fire stations where the fire-fighting apparatus is kept and where the firemen await the alarm of fire. Each engine or piece of apparatus has its own crew and officers making up what is usually called a company with a captain in charge. A number of companies form a battalion in charge of a battalion chief. So the organization is built up until we come to the chief of the bureau of fire, a most essential part of the executive branch of community government.

**The Fireman.** — To some the life of a fireman seems to be one of ease. And this must naturally be the case, for his work is such that he must ever be ready waiting at the fire station to respond to the alarm of fire. There will be days when there will not be the slightest opportunity for

THERE ARE NO BRAVER MEN TO BE FOUND ANYWHERE THAN AMONG THE FIRE FIGHTERS OF OUR CITIES

his work. Part of his time to be sure is spent in taking care of the apparatus used in fighting fires, or being on duty to keep a record of the alarms of fire in other sections of the city to which his company does not respond. But sooner or later there comes the day or the night when his period of ease comes to an end and when he must be ready to work unceasingly hour after hour in the face of the greatest of perils and if need be sacrifice his life in the performance of duty.

There are no braver men to be found anywhere than among the fire fighters of our cities. Many of them bear the scars of battle with the flames gained in the saving of human life. No hero of field of battle deserves more nobly to wear the medals of heroic action than the unselfish fireman. Occasionally he reaps the reward of a particularly brave and unselfish act when at some public gathering his bravery is recognized and a medal is pinned on his uniform by some public official. More often, however, his patriotism is taken as a matter of course and a mere part of his everyday business.

**Fire Schools.** — Many of our large cities have a school to which a newly appointed fireman is sent. Here he is instructed as to the duties of a fireman. He learns how to make the fire inspections which are a part of his work, and how to report fire risks. He is instructed in methods of fire prevention and fire fighting. He is drilled in methods of entering a burning building, in wearing the smoke mask or oxygen helmet, in rescuing and resuscitating people trapped by fire, in the use of the pulmotor and other first

aid measures. He becomes familiar with the various types of fire-fighting apparatus and the use of each. He is so schooled that when he enters upon the performance of his new task he is able to perform his service intelligently.

**The Fire Station.** — A visit to a fire station will prove most interesting. If we live in even a very small town we will most likely find an automobile engine with which the race to the fire can be made in short order. The engine is used to pump the water from a near-by well or other source. We would be surprised to see how strong and steady a stream of water it can throw. In the fire stations of our larger towns and cities we will find large and powerful engines for fighting fire. Most of these are motor-driven. Here and there we still find the older horse-drawn engine, but it is rapidly being replaced by the automobile engine. These engines are capable of developing great speed on the way to the fire. It is also possible to bring them from districts far removed. The engines used for pumping water are very powerful, some of them being able to throw as much as a thousand gallons of water a minute. Then there are the hook and ladder trucks which carry the ladders with which the firemen are able to scale the walls of the highest buildings. These also carry the life nets which are used to catch people who are shut off from all other means of escape and have to jump from the burning building. The chemical engine is used for fighting smaller fires. Its tank contains a powerful chemical fire extinguisher which is usually sufficient to conquer a small fire. As this fluid dries quickly and does less damage than

water to the furniture of a building it is used whenever possible.

**Water Towers.** — The larger cities are making use of fire engines known as water towers. The very tall buildings make these necessary as it is not possible to reach the upper floors with ladders and hose. It is really a great steel tower or pipe mounted on a motor truck. It is constructed on the plan of a telescope so that when the scene of the fire is reached the tower is extended out by means of the motor until the nozzle at the top is opposite the windows where the stream of water is to be directed. The water is forced up through the tower under very high pressure. The force of the stream is so great that it immediately tears away the strongest glass windows.

**High Pressure Systems.** — The danger from fire is so great that our large cities are not willing to rely even upon these powerful engines and the regular supply of water which is obtained at the fire plugs. We usually find in the more important business sections of the city a separate water supply system the sole purpose of which is for use in case of fire. The water for this is usually taken from some near-by river or lake and is not filtered. At the source of supply there are high pressure pumping stations. The power is generated by great gas machines which force the water through the mains under tremendous pressure. When these high pressure engines are running it is possible to throw a stream of water to a height of from two to three hundred feet from the ground. The hose which is used for this purpose is larger and much heavier than the ordi-

nary fire hose. The kick of the water as it leaves the nozzle is so great that six or more men are required to handle one line unless it is attached to a fixed stand.

**Fire Boats.** — When a city has a water front it has been found that the maintenance of fire boats to aid in the fighting of fires which occur along the water is a profitable investment. The unlimited supply of water which is at their command, and the fact that they can reach a side of the fire where the automobile engines cannot go, makes them very useful. They carry powerful pumps which are capable of throwing large streams of water to a considerable height. They are also used in fighting fires which break out on vessels which are lying at the docks or in the river.

**The Insurance Patrol.** — It will readily be seen that the damage resulting from a fire is not all caused by the fire itself. The great volume of water which the modern fire-fighting apparatus throws is likely to cause as much damage as the fire itself. There is also considerable damage done by smoke. It has been found that if certain precautions are taken, such as covering goods with great waterproof sheets, and moving articles out of the way of fire and water, much damage and loss of property may be prevented. As the insurance companies help meet the expenses caused by fire damage they have found that it pays to employ a number of men whose sole business is to save as much property as possible from injury and destruction. We may have seen these men dashing to a fire in their automobile which looks just like a fire engine and which has painted on its sides the words " Insurance Patrol."

**Fire Alarms.** — The method of sending in alarms of fire is most interesting. We find all types in use from the most primitive to the modern. In some small towns a great bell or even an old iron tire is hung up at some central point. A heavy hammer is kept close at hand. The alarm of fire is given by striking with the hammer on the bell or tire, thus

THESE BOXES ARE CONNECTED BY WIRE WITH A CENTRAL EXCHANGE, AND FROM THIS OFFICE THE ALARM IS SENT TO THE COMPANY WHICH IS TO RESPOND

arousing the town. Some cities announce fires on a great bell or by a series of blasts on a whistle. The various sections of the city are numbered so that to announce a fire in a certain district, for instance number thirty-two, there are three strokes, then a pause and then two strokes on the bell. This is repeated a number of times. The engines responding to the alarm go to the alarm box of that district where they are directed to the scene of the fire. Such a method

attracts many people to the scene of the fire, and as crowds often get in the way of the firemen and interfere with their work and also at times get into places of danger, this method is not generally favored.

Most of us are familiar with the fire alarm box. If we do not know where the one nearest to our home is located, we should make it our business to find out at once. We should also make sure that we understand the directions which tell us how to send in an alarm in case of fire. These boxes are connected by wire with a central exchange, and from this office the alarm is sent to the company or companies which are to respond. All fire companies through the city receive notice of all alarms so that they may know just what is going on. A careful record of all alarms is kept at each station. When the companies from one district have responded to an alarm the duty of covering that district in case of another fire falls upon other companies.

**Fire Prevention.** — Building laws and inspection. Fire is such a destroyer of life and property that every community has undertaken in many ways to prevent it. While it does not seem to be possible to build an absolutely fireproof building yet it is possible to build so as to reduce the chances of fire to a minimum. The substitution of concrete and steel for wood has been a stride in this direction. In our large cities the erection of wooden buildings is for the most part prohibited by ordinance. It is necessary that a permit be secured before any building operation or alteration be undertaken. This makes it possible for certain definite requirements to be exacted. The following

up of the builder by inspectors makes sure that he is conforming to the specifications. The stage of theaters, for example, where fires so often originate, must be able to be shut off from the body of the house by a fire-proof wall and curtain. It is possible to confine a fire to the stage for a sufficient length of time to permit every person in the house to get out without rushing. The law prescribes that buildings of a certain height must be provided with fire escapes, and also prescribes the width of exits, and so forth. The doors of public buildings are constructed so as to open outward and are provided with safety door pushes. This is to prevent the jamming of crowds against the doors and the consequent loss of life.

Methods of heating and lighting buildings are also a source of fire. The tenant has little control over these matters and if fire results it is usually because of the carelessness of builder or inspector. The law requires the inspection of all electric wiring whether for purposes of lighting or power. It covers such matters as the construction of furnaces, stoves, and chimneys. Boilers must be regularly inspected and tested as to pressure. Boiler rooms should be fire-proof and separate from the rest of the building if possible.

Practically every community has made some provision for the inspection of places of business, theaters, and so forth, to see that the fire regulations are being observed. This work of inspection is a police power. The fire marshal is attached to the police department and is invested with police powers. Together with his assistants and members of the fire department, he takes care of the

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inspection of the city. These helpers are instructed by the fire marshal in regard to the laws for fire prevention. They report to him in regard to the condition of all buildings which they inspect.

The inspector looks for evidences of the violation of fire regulations, such as the blocking of fire escape exits, the storage of materials on fire escapes, the storing of gasoline and other combustible materials, accumulations of rubbish and waste, and any neglect of the common precautions for safety against fire. He also inspects the condition of fire-fighting apparatus, water buckets, extinguishers, and so forth. An inspector who wilfully shuts his eyes to conditions which should not exist, or any one who intentionally conceals fire risks from the inspector, is guilty of a criminal act.

**Forest Fires.** — Not only do buildings suffer from fires, but even the very source from which comes much of our building material. One of the most valuable resources of our country is its forests. Not alone because they are a source of supply for timber, but also because they are necessary to the fertility and productivity of our land. Regions where forests have been destroyed have become barren and desolate. Great sections of countries such as China have become uninhabitable simply through the destruction of the forests. Forest fires have vied with man in the destruction of our forests. A few days of forest fire can destroy the work of nature of over a century. And most of these fires are the result of carelessness. Campers in the woods fail to extinguish their camp-fire before break-

ing camp, a lighted match is carelessly thrown away, the sparks from a locomotive reach the dry underbush, and we have the beginning of a fire which may do untold damage.

It has only been of recent years that the country has begun to awaken to the need of safeguarding its forests from fire. To-day forest rangers, representing both state and national

A Fire Line through a Michigan Forest

government, patrol the forests on the lookout for fires. More than two hundred million acres of forest land are now directly under the control of the national government. Observation stations have been erected from which a wide view of the country may be obtained. Strict regulations have been made covering the protection of our forests from fire. Warnings have been printed and posted in conspicuous places at railroad stations and at the road entrances to

the forests. Fire-fighting stations are maintained at convenient points in the forests from which tools may be obtained for use in fighting fires. The use of the aëroplane will simplify the discovery of fires in the future.

## INDIVIDUAL RESPONSIBILITY

Each time we hear the fire bells we may rightly feel that they are proclaiming that some one is an enemy to our community, that some one is a poor citizen, that some one is not a patriot. For what patriot would deliberately destroy a part of the country? This is the act of an enemy and a traitor. And fire — fire is the result of carelessness. The carelessness of some member of the community. And the fire bells are loudly proclaiming his carelessness and disregard for the right and welfare of his fellows.

We would not like to feel that we were poorer citizens and less patriotic than the people of Europe, and yet we destroy each year with fire, the result of our own carelessness, ten times more property than they do. The pride which we take in our country should make us be very careful that this element of waste be eliminated.

The man who is responsible for the beginning of a fire should be held strictly accountable for the damage which is done as a result of his carelessness. It will not be sufficient to go on making laws regulating the construction of buildings and their regular inspection. The improvement and extension of our present efficient fire-fighting forces will not gain the entire result which we desire. It will only be when each individual citizen is made to feel that he will be

held to strict accountability in the eyes of the law for all damage to life and property resulting through his carelessness. When such laws are made and enforced we shall see a decided falling off of the number of fires and a consequent saving of life and property.

It is the duty of the good citizen to know the dangers which may arise from fire. He should understand the precautions which should be taken to prevent fire and the proper methods of extinguishing it if discovered at the beginning. He should understand the method of sending in the alarm of fire and that it is his duty, having sent the alarm, to remain at the fire box until the arrival of the firemen so as to be able to direct them to the scene of the fire. In addition to this he should know how to escape from a burning building. Presence of mind and quick action may mean not only the saving of one's own life, but also the lives and property of others.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Secure from your local fire department or Fire Marshal any literature which they may have on methods of fire prevention.**

**2. What are some of the more important ordinances concerning fire prevention which are in force in your community?**

**3. Make a list of as many of the possible causes of fire as you can. Which of these are really preventable?**

**4. Make a visit to a fire station. Write a description of your trip, illustrating it if possible with pictures of the various types of fire-fighting apparatus.**

**5. What was the fire loss in your community last year? What was it for your state? What could have been done with the money so needlessly destroyed?**

**6. What are some of the dangers of building fires on the streets? of fireworks?**

7. What is the value of the fire drill which you have in your school?

8. Make a set of rules as to right conduct in case of a fire at home; in a theater or moving picture place; in a factory.

9. Find out all you can about the preservation of forests from fire in your state.

10. Describe the organization of your local fire department.

## CHAPTER VIII

## PROTECTION OF LIFE AND PROPERTY (Continued)

### THE PRESERVATION OF ORDER

One of the most important virtues which the good citizen possesses is that of obedience. If we were to live all alone it would only be necessary for us to obey the laws of nature. Most of these laws we learn by experience, and although we do not always follow them, we know that just as surely as we disobey one of them we must pay the penalty. When we live together with other people, however, we find that we must conform to certain understood rules. We are courteous to each other because it makes living together easier. We respect the rights of the other fellow, and in return we expect him to respect our rights. In seeking after those things which are necessary for the welfare of the group each member should so conduct himself as not to interfere with the welfare of the others. We express this in many ways and one of the ways is by prescribing certain acts for the benefit of the entire group.

If every one were always mindful of the rights of others, and did not interfere with those of his neighbor, but did his best to advance not only his own interests but those of the group, there would be no need for a police force. There would be laws to be sure that we might know

just what we should or should not do, but each one would see that these laws were carried out both in letter and in spirit. Unfortunately this state of affairs does not exist. Every one at times makes mistakes. Then, too, there is in every community a small group of people not what we call socially minded. Who do not care for the interests of the rest of the group. Either through ignorance or wilfulness they seem to be unable to see that common interest and welfare mean working together. It is partially because of the presence of this group, that we need our police.

**The Policeman.** — If we were asked to mention the duties of the policeman the first would probably be, that of making arrests. But while this is one of his duties it is by no means the most important, nor does it represent to any degree the amount of work which he performs. Together with the duty of apprehending criminals, he must perform a host of others. Patrolling his beat he is constantly on the alert to protect our homes from thieves. His mere presence is often sufficient to deter evil-doers. If he observes anything about our houses or business places which seems to be a fire menace or likely to result in injury or loss of life it is his duty to make a report of it. Holes in the street or sidewalk must be reported. If necessary he must see that such places are guarded by means of a red flag by day and a red light by night, until the necessary repairs have been made. He sees that builders engaged in making alterations to property have the necessary permits. He sees that the traffic regulations are obeyed. Before and after school he is on guard to protect the little

folk as they cross the busy streets. He is frequently called upon to settle quarrels and disputes. He is expected to be able to answer all the puzzling questions that the stranger in the neighborhood may care to ask. So you see he has a rather busy time of it.

There are cases when he has to interfere with the play of the boys and girls. It may be breaking up of a ball game or keeping of children from catching rides behind moving vehicles. It is not the individual policeman, however, who is the cause of this. He is not doing it because he wants to but because it is a part of his duty. The people of the city who employ him, and who will discharge him if he fails to do his duty, have required that he do these things. As we see him going about enforcing the laws we must think of him as the representative of the entire community, doing for all the people what they would do for themselves if they were able.

Many of the things which the policeman is called upon to do require great bravery. During the lonely hours of the night he keeps guard over our homes. If necessary he will face great danger or death to protect our lives and our property. In case of fire he is often called upon to aid the fire fighters. He has to be ready to go to the rescue of the injured in case of accident. The runaway horse must be stopped. In fact there are calls for heroic acts which place the policemen alongside the firemen as heroic servants of the people.

**The Mounted Police and Traffic Squad.** — The necessity for covering large stretches of territory, particularly in the

outlying sections of cities, together with the tremendous traffic in the heart of the business sections, has led to the organization of mounted police and the traffic squad. Police on horseback together with those on motor cycles do very effective work. The swift motor cycle makes the officer so mounted able to overtake violators of the speed laws who imperil the lives of other citizens. The foot patrolmen of the traffic squad help prevent hopeless confusion from occurring as the result of the heavy traffic in the congested districts. By means of whistles, or a semaphore system, the traffic officer directs the movement of countless automobiles, and at the same time permits pedestrians safely to cross the streets at the regular crossings.

**River and Harbor Police.** — The river or other water-front of a city presents special problems which require a somewhat different method of policing. Here we find the river or harbor police. Fast motor boats and the sturdy police tug enable them to police the water-front and render there the service necessary for the protection of life and property. These officers guard the property; go to the rescue of drowning persons; arrest offenders against the harbor regulations and aid in the fighting of fires on the river front.

**Detectives.** — In addition to all these policemen, the city maintains a force of plain clothes men or detectives. These men are really policemen, but they do not wear the uniform. They are men who have had special training in the methods of tracing and detecting criminals. When a case has foiled the regular officers so that they have

been unable to arrest the offenders, the detectives are called upon. Working upon clues or tracks which have been left by the criminal they are often able to bring about his arrest. A very careful record is kept of every criminal when he is caught. His photograph is taken, finger prints made, and an accurate description and measurement recorded. If at any time after his release the police want to find him he can be identified even though he has assumed a different name. The police departments of various cities work closely together in this manner, records are exchanged, and so when a criminal from one city comes into another to operate there he is easily identified.

**Police Signals.** — Sometimes it is necessary to signal for policemen just as we have to call for firemen. One may of course call loudly for help, but such a summons does not carry very far and is rather difficult to locate. Formerly a rattle was used for this purpose. These were carried by the police and some people had them in their homes. This made a loud and continuous noise which the policeman recognized. Better still, however, is the whistle. Each policeman is equipped with one, with which he may summon the assistance of other officers. Pounding upon the pavement with his club is also another method. At times, however, it is necessary for the police headquarters or station house to get in touch with the officer on a certain beat. It may be to tell him of the call for assistance which has come in over the phone from some householder. In some of the large cities colored lights have been installed upon the tops of high poles. It is possible to flash these

lights all along the beat of the officer desired. He hurries at once to the police phone and calls up the central office, where he learns just what he is to do.

**Police Schools.** — As you would expect, it is necessary for the newly appointed police officer to receive special training as to his duties. The police school gives this training. Here the officer learns the traffic regulations, the duties of policemen, the city ordinances which it will be his duty to enforce. He is instructed as to the methods of securing and giving evidence in court against offenders. He is taught how to render first aid, such as how to resuscitate a drowning person. He is given regular drill and setting up exercises to improve his physique and make him physically able to perform his duties.

**Organization.** — The police forces of our cities are organized very much like an army. There are the privates, policemen or patrolmen. Over these there are officers, roundsmen, sergeants, lieutenants, captains. And above these come the chief of police, or the superintendent, the commissioner, and sometimes the director of public safety. The titles and internal organization will vary in the different cities, but the general plan and work is much the same. It will be interesting to obtain a description of just how the police force in our own city is organized.

**State Police.** — Even very small communities have some form of police protection. In many cases, however, in such places he is engaged in some other business. He may even fill practically all the political positions of the town. In outlying districts, however, there is not even

this method of protection. In fact, in most places in country districts there would be but little need for a police force if they had one. The larger community, the state, however, has found that a small but efficient body of mounted police can be of very great service. In Pennsylvania, for example, in the region of the coal and iron mines there was formerly a great deal of trouble. Fighting was constantly going on and quite frequently there would be murders committed. A lawless foreign element made the place unsafe for almost any one. The situation was first handled through the coal and iron police. These men were employed by the mining companies to protect their property. In some cases members of the police force were no more law-respecting than the people whom they were supposed to control. Their presence often produced a fight and usually there were a number of lives lost. To overcome this the state organized the State Constabulary. This body, consisting of some five hundred men today, constitutes one of the finest police organizations in the world. The men have for the most part served formerly in the United States cavalry and are expert horsemen and good fighters. Under this force practically all of the former violence and bloodshed in the mining districts has disappeared. When not otherwise needed they are used to patrol certain sections of the state. If called upon, however, the Governor will send a part or all of the organization to the aid of any community in the state. This body of men has succeeded in quelling riots when the entire police force and regiments of the National Guard of the state have failed. The system has been

adopted by other states and promises to become an important part of the police power of the states.

**The National Guard.** — In the state we also find the National Guard, to which reference has just been made. Prior to the great war, this consisted of a number of regiments located in various parts of the state. Each regiment had its officers commissioned by the Governor. The men in the regiment drilled in the armories at stated intervals. During the summer there was an annual encampment which all members were required to attend. They were paid for this. At camp they were drilled in the various field maneuvers. When the war broke out these men enlisted almost as one in the United States Army and rendered splendid service in France. During peace times they were subject to the call of the Governor to render aid in emergencies arising within the state. They constituted another part of the police force of the state.

**The Police of the Nation. The Army and Navy.** — We do not usually think of the Army and Navy of our country as the police force and yet in time of peace that is their business. The national government requires that its laws be enforced and obeyed and a part of this enforcing is done by the Army and Navy. Before the war we had a very small standing army. It did not exceed 100,000 men. With the coming of war, however, the Army and Navy grew with tremendous strides. Between April, 1917, and November, 1918, the Army grew through enlistment and selective service to more than four million strong. In this period not only was so large a force gotten together,

but trained and equipped. Of this number about half were sent across the Atlantic in spite of the efforts of the German submarines to sink the transports. The gallant work of our Navy on the seas and of our Army in France brought a speedy termination to the great war. It was but an example of what a great united people could do when they put their mind to a task and set out to accomplish it.

There is not enough time to give even a meager description of the organization of the Army and the Navy. With the conclusion of peace the Army was rapidly demobilized and early in the Fall of 1919 it had been reduced to a peace basis. Congress has, however, decided to maintain a larger Army and Navy than before the war. Can you find out just how large our standing Army now is and what is the strength in men and ships of our Navy?

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. The policeman has been called the "arm of the law." Trace the source of the authority of the policeman in the execution of a law back to the people. Why is the word "arm" used?**

**2. Make a list of the services which are rendered to the community by the policeman.**

**3. Make a visit to the near-by police station. Describe what you saw.**

**4. If you have ever attended a police carnival tell what you learned there in regard to the abilities of the police.**

**5. Describe the organization of the police force of your community.**

**6. How does a man become a policeman? What are some of the qualifications necessary? What are the opportunities for promotion and advancement?**

**7. Find out all you can about the work of the state police. Why is it that we usually find so many ex-cavalry men among them?**

**8. What is the meaning of the word militia?**

**9. Of what does the organized militia in your state consist?**

**10. What is the strength of the standing Army of our country? of our Navy?**

**11. Find out all you can about the operation of "selective service" in our country.**

**12. What is the status of compulsory military training in the United States?**

**13. Of what value is an army in time of peace? Explain.**

**14. How could the armed forces of the world be used to compel peace?**

## OTHER SOURCES OF LOSS OF LIFE AND PROPERTY

**Floods.** — There are many other sources of loss of life and property. One of these is flood. Unless we have actually seen a river sweeping over its banks and carrying away houses and people we will not be able to appreciate the damage which a flood can do. Sometimes the flood will come from the breaking of a dam which has been constructed to back up the water of a stream. Such a flood at Johnstown, Pennsylvania, several years ago, constituted a great calamity. There are rivers, however, which regularly overflow when the spring freshets come. All along their course they then carry death and destruction. Both state and national communities have been actively fighting these floods for years. Levees or embankments have been built to prevent streams from overflowing. Forest reservations have been made at the head waters of rivers.

**Disease among Cattle.** — The Bureau of Animal Industry has done much to protect the property of the farmer by the war which it has waged on disease among cattle. It has

eliminated the Texas fever tick which threatened to destroy the beef industry. It has quarantined cattle suffering from tuberculosis and cut down considerably the loss from this disease. It has discovered methods of vaccinating pigs so as to prevent them from contracting cholera.

**Insects.** — The insects of the country destroy millions of dollars' worth of property every year. Wheat, cotton, and many other of our most valued products have been threatened with destruction. The fight which the Bureau of Entomology has waged against the Hessian fly, the joint-worm, the gipsy moth, the brown-tail moth, the tussock moth, and a score of other insect pests has been unrelenting.

**Fraud.** — Among other ways in which property is lost is by fraud. While there may be no actual destruction of property here, yet to the one who has been cheated or defrauded it amounts to the same. Unscrupulous dealers make use of false measures and weights in order to make greater gains. This is a fraud against which the community has to protect itself. We find that there are inspectors whose business it is to visit places where articles are sold and inspect the scales and weights. Here is a place where the intelligent citizen can take steps to protect himself. We may either make sure that the scales and weights have been approved by the inspectors, or we may take the precaution to measure or weigh articles which we suspect of being short. Then there are the frauds by means of which unsuspecting people are made the victims of various swindles in the form of stocks and bonds which are offered for sale. The condition of banks in which

the people invest their savings is determined by state bank examiners. These men go over very carefully all the accounts kept by the bank, make sure that they are correct, and see that the officials do not violate the laws which have been passed by the state covering the handling of the people's money.

**SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION**

**1. What important rivers of our country have to be carefully guarded to prevent their overflow?**

**2. How do flood reservoirs and forests help prevent floods?**

**3. Read the story of the work which has been done by the Bureau of Animal Industry and of Entomology in protecting property in our country.**

**4. What is meant by "blue sky" laws?**

**5. How are the standards of weights and measures set for our country?**

**6. What are some of the methods by which dealers sometimes deceive the public? What are the remedies which may be used to correct this evil?**

## INDIVIDUAL RESPONSIBILITY

The protection of life and property is one of the most important duties of the government. City, state, and nation all work together to bring about this desired end. When an offense has been committed against the life or property of the people of a community it is sooner or later sure to be discovered and the offender punished. So jealous is the national government of its interests that damage done to life or property of an American citizen by the representatives of another country may become a sufficient cause for declaration of war. The entire power of the nation stands back of each individual in his desire

› protect his own life and property. To be a worthy ıtizen of this great nation each one of us must learn to ɛspect the rights and privileges of our fellows. We must ot wilfully or by any act of carelessness permit ourselves o be a partner in any act which may result in the destruc- ion of life or property. To do so is to brand one's self ıs an undesirable citizen, and as one unworthy of the ıame of American.

The good citizen will not by any foolish action place ıimself or herself in danger of life or limb. Playing in :he streets, carelessly dashing across the street without :aking the precaution to see if there are any cars or other vehicles coming, stealing rides on moving vehicles, these ınd many other things which boys and girls frequently lo, are causes of many accidents. "But," you may say, 'if I am injured it is no one's business. No one is hurt ɔut myself." If you stop for a moment to think about t, however, you will see that this position is false. Of ɔourse, there would be the suffering and distress which an ıccident to us would cause in our own homes. But more than this, every accident is costly to the community. A ɔrippled man or woman may become a drawback to the ɔommunity. It is possible to be so injured that one will be dependent on others all the rest of his life. This means that instead of another producer working for the community and helping it attain its desires there is a dependent who becomes a burden on the community. Even if death should result there is the loss to the community of all the training and effort which the community has put forth to make another good citizen.

If we would be worthy of our country we must play fair. It has always been the American spirit to stand for the square deal for each and every member of the community. Community life is like a great game. Each one of us has his or her place on the team. If we are to accomplish most we must work together that the welfare of all may result. We will find that as we take care that the interest of the other fellow is preserved our own best interests will be obtained.

## CHAPTER IX

## EDUCATION

Education is a subject about which each one feels that he knows a great deal. We have spent at least six or seven years of our lives in school getting an education, and some of us are hoping to be able to spend quite a number more. Surely we are qualified to talk about such a subject. We look around us and we see the very familiar sights of the classroom. There are the blackboards, the maps, and the rest of the school furniture. Probably over by one of the walls there is a small collection of books which we call the class library. Then, too, there are our own books, quite a number of them, which we use day after day. The building, too, we are quite familiar with. There are the classrooms of the other teachers in which we may have spent past terms. There is the office and the principal, and the playground, and possibly the gymnasium, swimming pool, and garden.

**What School Is For.** — Why have we been spending our time here and why do some of us hope to be able to go on studying? As little children we may have come because we were brought to school by our parents. Most of us never even thought, or if we did, quickly forgot, that we may have had to come. There may have been boys and girls who came because the law required it and were

only waiting until they reached the age and grade at which they could leave. But most of us have enjoyed going to school. All the other boys and girls were there, and there would have been no fun in being on the streets while the others were in school. Then, too, there have been the games and many other things which have made the school a rather interesting place after all. Most boys and girls whose privilege it is to attend a good school leave it with regret; or if they do not feel sorry when they leave, after they have tried business life for a while, they soon begin to wish that they were back with their former comrades. And then they find that they are handicapped like a runner in a race. If they are ambitious to make something worth while out of themselves it hurts to see another who has had the advantage of more education get the better job when they have been working much longer.

**Increasing Earning Power.** — It is a well-known fact that an education has a high market value in the business market. A short time ago the national government, which is always interested in finding out what is best for its citizens, made a very careful study of the value of an education. It proved very definitely that every additional year spent in school made for increased earning power.

Employers have learned that when they have a position to be filled the applicant who has had the most education, other things being equal, is the best person for the job. Again and again young men and women see others who have made better use of their time at school

step over their heads into the good paying positions. When such young people with ambition and really in earnest to succeed see such things they often start out to try to make up their deficiencies by attending night school. It is of course possible to get a very fine education while one is engaged in business, and some of our most successful men and women have advanced themselves in this way. But it is much harder than to get the education when one does not at the same time have to earn his own living. The boy or girl that is anxious to make a success out of life will turn a deaf ear to the tales of those already at work who are anxious to have others get caught in the same fix as themselves. Every hour spent in school may be made to bring rich returns if we are willing to profit by our opportunity.

**Enjoyment.** — Another result of education is that it enables us to get greater pleasure out of life. Think of the many books which we have read, the story-books filled with tales of adventure, the books of travel and exploration. Some of these have been a source of much pleasure to us. It was our ability to read which made it possible to have all this pleasure. In the middle ages, when there were no free schools, the people who could read were very few indeed. When a man wanted to write a letter or a bill he secured the services of a scribe whom he paid to write for him. If he received a letter it was necessary to hunt up some one who could read it to him. It is true that we might have learned to read even if there had been no school, but the chance is that we would not.

There are many things, too, which through study we learn to enjoy while in school — music, art, poetry, and others. The school interprets them to us. This does not mean that the school necessarily gives courses in all of these things, although many schools do, but that we get a background in school which enables us to interpret and appreciate that which is beautiful.

**Citizenship.** — There is still another reason why we go to school. We have seen that our country is "Many in One." It is a democracy in which each and every one is an important member. The very existence of our country as a democracy is dependent upon the ability of the members of the community to think intelligently and act wisely in matters which concern the welfare of the city, state, or nation. It is a government "of the people, by the people, for the people." It is a land of free men and women. One of the principal doctrines underlying the nation is that of Liberty. It was because of our belief in these things and our hatred of all oppression that we took up arms against German autocracy and cruelty. To be sure we have our leaders, our President, members of Congress, judges, governors, legislators, mayors, and so forth, but they are merely the representatives of the people. It is the will of the people which they represent. When they speak, it is as if the people of the entire nation were speaking through them. How important it is that people who are so governed be intelligent, well-educated people. A democracy can exist only among such a people.

## THE PUBLIC SCHOOLS

It is because education is necessary to the continued prosperity of the nation and to its very existence as a democracy, that the citizens of our country willingly tax themselves in order that the boys and girls may be educated. The cost of education is enormous and is con-

THE SCHOOLS ARE AT WORK DEVELOPING THE YOUNG CITIZEN

tinually growing, but it is looked upon as one of the best investments which the nation can make. The schools are at work developing the young citizen who shall to-morrow take up the responsibilities of adult citizenship. In so far as the school trains well it is one of the greatest agencies working for the betterment of the citizen and of the nation.

**Compulsory Education.** — Education is known to be of such great importance in the development of citizen-

ship that our communities are not willing to allow each individual to decide for himself just how much education he shall receive. Parents because of ignorance or greed might remove their children from school before the real work of the school had been accomplished. Others might yield to the demands of their boys and girls, who were either too lazy or indifferent, and permit them to leave school at an early age. In order that every one in the community might have an equal opportunity as far as the rudiments of learning are concerned, those things which every citizen to be a good citizen should possess, education has been made compulsory up to a certain age. The tendency at the present time is to bring this age up to at least sixteen years. By doing so boys and girls will be kept out of industry at an age at which harm might result from improper employment. This is another illustration of the interest of the many in the one, of the whole community in the welfare of the individual. It will not permit us to do just as we please, because the experience of the group has shown that certain action is likely to prove harmful and other action to prove beneficial.

**Continuation Schools.** — Before the present laws regulating the employment of children in industry and prescribing certain minimum requirements in education were passed many deplorable conditions existed. Boys and girls were put out to work at a very early age. Because of their extreme youth and inexperience they were unable to take care of their own interests. They were paid the smallest possible salaries, and worked for very long hours

and under the most unsanitary and even dangerous conditions. Very small children could be found working in mills and factories from early morning until late at night. Underpaid, often underfed, and without the opportunity for play which is the right of every boy and girl, they often sickened and died. If we knew the conditions which existed and the story of the long hard fight which groups of unselfish, noble-minded men and women have made to prevent such things, we would appreciate even more than we do our fine schools and the laws which protect us. To-day state laws prohibit the employment of children under certain ages in industry. In many states it is necessary, if a child leaves school at the minimum working age, that at least one day a week be given over to school attendance. The time lost from work by attending such classes is not deducted from the salaries. The schools which such pupils attend are known as continuation schools. Here the boys and girls may learn much that will help them advance in their place of employment. If they are ambitious there is the opportunity of going on with their studies where they left off, and possibly, of completing their education by following up this continuation school work with night school.

**The Elementary Schools.** — We shall not attempt to discuss the elementary school since we are all familiar with it. That is at least the first six years. It is the place in the educational system where we get hold of the tools of learning and find out how to handle them. Beside teaching us how to read and write, and do the simpler arith-

metical problems, it should have taught us how to study. We should be at least beginning to arrive at the point where we understand how to find out what we want from the printed page. Some of us may have been fortunate enough to have had the advantage of the training which the kindergarten gives before we entered the first grade of school. If we have we will know how helpful this training was in aiding us to form habits of work and in making our first days in school much easier. If we have not had such a chance we should see that our younger brothers and sisters who have not started in school have the opportunity which we missed.

**Junior High Schools.** — The seventh, eighth, and ninth years of school are now being considered as representing a separate part of school life. More and more we are finding them grouped together under the title of Junior High School. It is made up of the boys and girls who have gotten hold of the tools of learning and know how to make use of them. These boys and girls, being older and stronger for the most part, enjoy different games and activities than the younger children. It is well for them to have a school all of their own where they may work and play together as suits their age. Then too the work can be different from the elementary school work. Being more mature they are able to take up more advanced subjects and in a different way. If they are going to study a foreign language, Spanish or French for example, this is the proper time to begin that study. If the method of teaching is correct, they will learn with rapidity and be able through

persistent effort to speak the language. The value of being able to speak a foreign tongue is every day becoming more and more evident. The Junior High School can be equipped with laboratories for special activities — such as manual training, domestic science, and the natural sciences, where we can learn at first hand. Then, too, the gap which has always existed between the elementary and the high school will be done away with.

**Senior High Schools.** — Beyond the Junior High School and beckoning the ambitious boy and girl lies the Senior High School. What wonderful days are ahead of the boy or girl who is so fortunate as to be able to attend. Even if one is sure that he is not going to be able to finish all the work it would be very much worth while to attend even for a short time. Red-blooded boys and girls give up their high school work with deepest regret. It is as if we had reached the place for which our earlier training had been a preparation. To the boy or girl who has had a high school education all the doors of opportunity lie open. Deprived of it many a door is closed, and can only be opened by the hardest possible kind of work, which only the bravest are willing to undertake.

And so our communities have planned for us a wonderful treat. These great schools are maintained at the expense of millions of dollars. They have the best trained teachers it is possible to get. And they are free. How men like Lincoln would have rejoiced if they could have had the opportunity of but half a year in one of our large schools. They achieved success not because of their lack of a good

school education but in spite of it. They are the type who to-day would be leaders of their classes, or if deprived of day school by necessity of work, we would find them crowding our night schools trying to make up what they had lost.

**Night Schools.** — In addition to the day schools, which we might call the regular schools, there are the night schools, elementary and high. These afford an opportunity to the ones who have not been able for some reason or other to finish their day school education. Here the foreigner anxious to speak the language of the country of his adoption receives free instruction. At the same time he is taught the lessons which will serve to prepare him to become a good, law-abiding citizen when he takes out his naturalization papers. Here, too, we find the young men and women who because of pressure of circumstance or lack of interest were unable to finish the elementary or high school, hard at work to make up their deficiencies. If we were to talk with them we would find that many had neglected opportunities when they were younger and were now trying to make up for that which they had lost.

**Teacher Training.** — All of these schools require teachers. Being a teacher to-day is no easy matter. To be one a good education is the first requirement, usually at least a high school education. Then there must be professional training. Teaching has become recognized as one of the learned professions and is setting higher and higher requirements for those who would enter it. Many of our large cities maintain their own teacher-training schools

or colleges. Teachers are also trained in the various state normal schools, and also by the colleges.

**Local Organization.** — The public educational systems of our country are supported by taxation of the people of the community and are governed by authorities representing the people. In the cities and larger towns we usually find a board of education in direct charge of the management of the schools. The members of the board are either elected or appointed to their positions. They attend to the business of raising the funds necessary for the maintenance of the schools, and the making of the laws which govern their operation. The administration of the educational program and the direction of instruction is, however, left in the hands of paid experts, men and women who have made the study of education their life work and who have had wide experience as teachers. The administrative head of the schools is usually known as the superintendent of instruction. He has a number of assistant superintendents, among whom the work of administering and supervising the schools is divided. Each school is under the direction of a principal who is responsible for seeing that his teachers interpret properly the courses of study and faithfully execute their various duties. In country districts we find a superintendent usually in charge of the work in a county. The schools being small in many cases we will find that the principal assists in the work of instruction.

**The State.** — The state is also very much interested in the work of the schools. In fact the laws directing the

organization of the systems of education within a state are made by the representatives of the people in the state legislature. The state prescribes what shall constitute the minimum course of study for all the schools in the state. It appropriates money to assist the various communities maintain a fair standard of schools. It assists in the payment of the salaries of teachers. It has in many instances taken over the problem of administering the pension system which protects the teachers in old age. All of this work is under the control of the state board of education. Directly responsible for administering the law is a state superintendent of education. The part which the state is taking in education is becoming more and more important. In addition to this the state maintains the state Normal Schools to which reference has already been made. It is here that the teachers for the schools in the smaller cities and country districts are trained.

**The Nation.** — The national community, you may be sure, is vitally concerned with the whole educational problem of the country. At the present time, however, it exercises very little control over the work of education in the states. It does provide for government funds to be used for certain definite purposes in the states, provided certain conditions laid down by the government are met. The National Bureau of Education is a part of the Department of the Interior. The United States Commissioner of Education is in charge of this Bureau. It acts as a sort of clearing house for educational information. It makes a study of the successful features of the various local sys-

tems of education and then publishes the results of its findings so that other communities may profit by the information. In addition to this the Bureau is in charge of the educational work among the Eskimos in Alaska. It is teaching them farming, cooking, sewing, and hygiene.

The examining of the soldiers in the various Army camps resulted in the discovery of a surprising amount of illiteracy, that is, inability to read and write. Conditions in this respect were found to be worse than indicated by the census reports. This condition is so wide-spread as to present a very serious problem to our country. Such people are easily made the tools of unscrupulous men. They represent a real danger to our democratic government. This condition will probably only be satisfactorily remedied when there is a closer relationship between the national and state systems of education. Some day, instead of having a Commissioner of Education at the head of a Bureau, we will have a member of the President's cabinet whose sole duty it will be to look after the educational problems of the country. When we have added this national support to local systems we will be another step on the way to solving some of our educational problems.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What subjects have you studied in school which you believe will be helpful to you in your later life?**

**2. What reasons can you give for supporting the public schools from the public treasury?**

**3. What are the compulsory school laws of your state? How could you justify them?**

**4. Find out all you can about the studies taken up in the continu-**

**ation schools in your community? How do they differ from the regular school work?**

**5. Describe the organization of the public school system in your community.**

**6. What opportunities are offered by the high schools of your community?**

**7. Secure any available literature on the high school courses. Which of these courses would be most helpful to you in the work which you expect to do when you leave school?**

**8. What are the opportunities for a boy or girl getting a high school education if they are unable to go to day-school beyond the eighth school year? What are some of the difficulties?**

**9. What advantage will a boy or girl, who has taken a high school education and then a business course, have in a place of business over those who have taken the business course with only an elementary school foundation?**

**10. Find out all you can about your state department of education. What is it doing for your local system?**

**11. Who is the United States Commissioner of Education? What is the national government doing for the cause of free education in the United States?**

## OTHER MEANS OF EDUCATION

**Colleges and Universities.** — Some of us may already have in mind what we want to do when we become men and women. It may be that we intend to take up the study of law, or medicine, or theology, or some form of engineering, or some form of business life such as accounting. In all these and many other lines of endeavor we shall find that a college education will be desirable. Many of our best medical and law schools are requiring that their students shall have completed a full college course. But these schools are not a part of the great system of free education and we shall find that it will be

necessary for us to pay in some way or other for our training in them. The rewards for such further study are, however, so great that the very best of our men and women have been willing to make sacrifices to obtain such an education.

Practically all of our large colleges and universities grant free scholarships to worthy men and women. Some of these scholarships are to be won in competitive examinations. Others are won as the result of superior work in our city high schools. If you are thinking of going to college and wish to do so in this manner it is not too soon to begin to find out just what scholarships are available in the college which you desire to attend and then to begin to lay your plans for winning one of these scholarships.

For the man or woman who is unable to win a scholarship and is not able to pay there are still other ways open. Many a student has worked his way through college. Often these students do the very best work. Can you suggest some reasons why?

**Schools for the Blind and Deaf.** — In every community there are usually some people who are handicapped by some physical disability which renders getting an education particularly difficult. The blind and the deaf are especially handicapped. And yet both of these classes of people if properly educated can live very useful and happy lives. The deaf can be taught to understand what is said by reading the movements of the lips. If they are able to speak and can tell what we are saying by watching us closely when we talk, they can get along very well indeed. Some

of them, however, are also unable to speak. This group, together with the blind, require special education and training if they are to become self-supporting. We will find in our various communities splendid schools where these people are educated. You would be especially interested in visiting a school for the blind. Here you would find boys and girls learning to read books printed in an alphabet of their own. They learn to make all sorts of useful articles, to play musical instruments, and accomplish many really wonderful things.

**Libraries.** — A very important part of our education is that we have learned to read. The school opens up to us the world's great storehouse of good things to be found on the printed page. We acquire an appetite for books. But books are expensive and we cannot purchase all of the books we would like to have. Unlike Lincoln, however, it is not necessary for us to walk for miles to borrow a book from a friend, for we may walk a few blocks from our home and find a public library. Here are hundreds of shelves stacked with wonderful books. We could not possibly read them all if we were to spend our lifetime at it. The books are arranged so as to make it very easy for us to find the book we want. We may sit in a comfortable chair, in a light and quiet room, and read to our heart's content. Or if we have a reader's card we may take a book or two away with us and keep them at our homes for a number of days.

The great free libraries of our cities are supported by public taxation. They belong to the community, the

books are the property of the community, and the librarians are the employees of the community. Interested in the education of its citizens beyond that education which is given by the schools, the community tries to educate its members in the habit of using the library. The old idea that a library was a place where books were collected and stored has passed away. To-day a library is a place where books are used and circulated. The lectures, story hours, dramatics, and so forth, which are given in our libraries are to increase the interest of the people in the library with a view to having the books which are there more widely circulated.

Pupils in our schools to-day need the public library more than ever before. The newer methods of instruction which are being introduced into our schools require that frequent reference be made to the library. The librarian should be considered as an auxiliary teacher to the school. She will be able to help us find the books which we are after and instruct us in the best and quickest methods of locating the information for which we are hunting. In some school systems the library is looked upon as a real part of the school and certain periods each week are set apart for the use of the library by the boys and girls of the different classes.

**Museums and Art Galleries.** — It is surprising how poorly informed many people are of the opportunities which their own communities offer for enjoyment coupled with real education. Many a citizen is puzzled when a stranger asks for direction to a certain museum or art

gallery. In fact it seems that some people are better acquainted with such places in other cities than they are in their own towns. Most of these places are maintained in part, if not entirely, by funds raised by taxation. They are established so as to afford additional opportunity for the people to continue their education. Some of our museums are planned with a view to instructing the business men of the community in regard to the conditions and opportunities for business in other communities and countries.

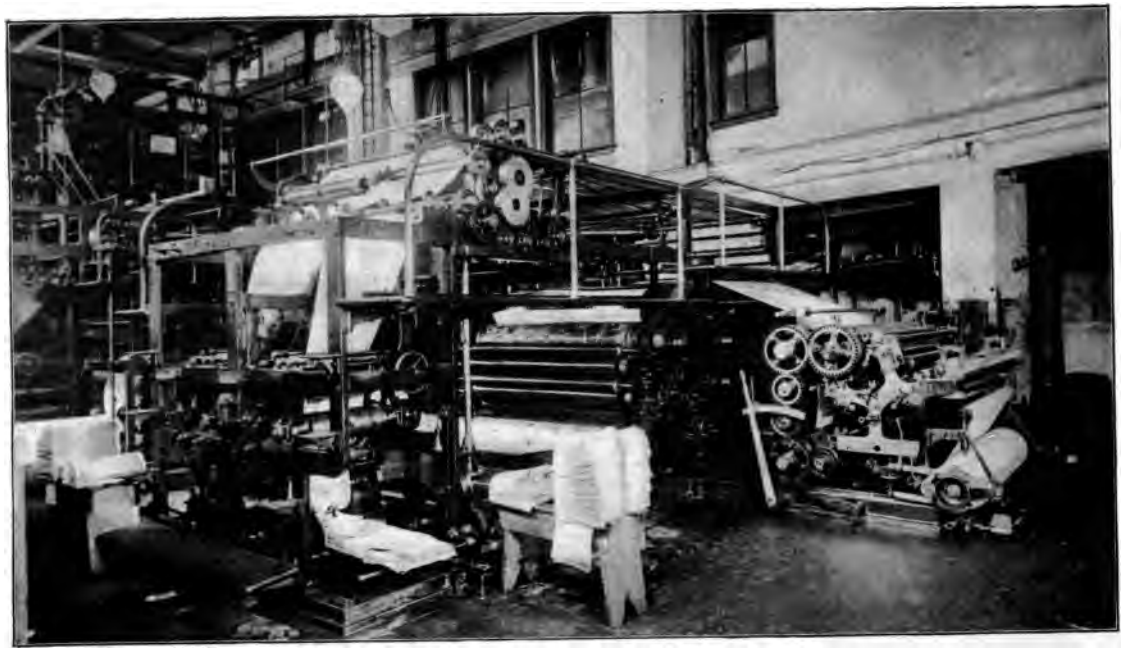
METROPOLITAN MUSEUM OF ART, NEW YORK

The development of the great Commercial Museums has been for this purpose. There is usually a staff of experts connected with the institution who are engaged in making a study of the conditions in other places, and who are in a position to tell the manufacturer or merchant just how he should go about establishing a new market here in this country or abroad.

Our Art galleries enable us to enjoy the results of the work of the world's greatest artists, painters, and sculptors. Such enjoyment, while it is also a form of recreation, is highly educational.

**Newspapers and Periodicals.** — What would we do without our newspapers? Do you remember how during the war we eagerly scanned the papers for news of the success of our army and their brave allies? There were times when we could scarcely wait for a new edition of the paper to come out. Usually we do not give so much thought to our papers. We find them at our front door every morning. They are like so many other things; we do not half appreciate them because they are so faithful. Here we have the news of the happenings of all the world. Some great event takes place in London or Paris, and within a few hours we are reading about it in our homes. Stretched out all over the world like a great web the newspapers through their correspondents pick up for us all the happenings which are worth recording and let us have them in an incredibly short time. The telegraph, the telephone, the ocean cables, and the wireless flash the news from one end of the world to the other.

Newspapers play an important part in the education of the people. Practically every one who can read reads the newspapers, and some people read no books of any kind. The newspapers not only print the news, but in their interpretation of it and in their editorials influence to no small degree public opinion. The names which are so familiar to us and which are on every tongue to-day were put there by the newspapers. Had the newspapers refused to mention the names of these people, so far as we are concerned they would not exist. The popularity or unpopularity of men and women in our country is largely due to the fact that the newspapers of the country have been



PART OF A NEWSPAPER PRESSROOM

talking about them for some time. As molders of public opinion the newspapers present one of the world's most powerful agents. How important it is that the news which they print be accurate and true, and the opinions which they express be wise. There is a splendid field of opportunity in the newspaper service for men and women who are anxious to do good patriotic service for their country. There will of course always be differences of opinion in regard to any matter which is considered, but if the people who are standing for the different sides are broad-minded and have the best interests of the community and the nation at heart, only good can result.

**Periodicals.** — Published at less frequent intervals are the weekly and monthly periodicals. They include all classes of papers, from those which are printed with the one purpose of affording recreation and amusement, to those which deal with the most serious problems of life. These periodicals are to be found on the tables in the reference rooms or periodical room of most of our libraries It is a very good plan to look over some of these for articles bearing on topics in which we are interested. The librarian, if we ask her, will explain how to find articles on various topics in back numbers of these magazines.

**Societies, etc.** — In churches, social centers, literary and debating societies, and many other places we will find public opinion being formed. All of these agencies along with the advancement of other objects for which they may stand are truly educational. Then, too, even the more purely recreational activities of the community,

as found in the theaters, concerts and moving picture shows, often possess much that is of educational value. If we are willing to learn and keep our eyes and ears open, we will find that there is much to be learned and that there are many, many sources of such information.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Secure literature telling of the opportunities offered by the college or university in which you are interested. What course would you like to take? Why?**

**2. How are scholarships to these schools awarded?**

**3. What professions and lines of business require a college education? What advantage would a college education be in any line of endeavor?**

**4. What is the Braille system of printing?**

**5. If there is a school in your community for the blind or the deaf, you will find a visit there most interesting. Tell the story of such a visit.**

**6. Where are the nearest libraries to your school? How may one become a member? What help may we secure from the library along the lines of our school work?**

**7. Explain how a museum or an art gallery helps in the education of a community.**

**8. Examine the editorial page of a few important newspapers. What type of article do we find here? What subjects are dealt with? How may these influence the thought of the community?**

**9. Make a list of all the educational agencies in your community other than the public schools. How may these best be used?**

### INDIVIDUAL RESPONSIBILITY

We often hear people make the mistake of saying that school is a preparation for life. This is not the case, for school is life itself. It is true that we are learning many things which will be of value to us in our after life, but the

life of the school is just as real as that of business or of any profession. The people in communities in their endeavor to achieve the things which they desire have established certain great institutions. There is the home, for example. Then there is the great industrial society, including all forms of business. Again, there is the church where the religious desires of the people are attained. Along with these hand in hand goes the school. The government or state as it is called is the great institution within which all others exist. School is a real part of the everyday life of the community. We are serving the community while we are engaged in our lessons or games at school just the same as the man is who is at work on farm, in office, or in shop. In fact, because the lessons which we are learning are going to play an important part in all of our after life it may be that school is the most important part of our life. The workman does not count it time lost when he stops to sharpen his tool for he is able to work much faster and better because of the seeming waste of time.

If we see a man loafing on his job we say he is a poor workman. If he persists in so doing he is a waster and a drag on the community. We do not count such a man a good citizen. The boy or girl who is a time waster is not in the true sense of the term a good citizen. To trifle away one's time in school and waste not only our own time but the time and money of the community which is paying for our education, is the act of a slacker. We may not have thought of it in just this light before. Remember always that community life means working together. The suc-

cess of the community, city, state, and nation depends upon the faithfulness of each and every member of the community. The future of the American nation depends upon the boys and girls of to-day. In so far as they strive to develop habits of industry and ideals of good citizenship just so far will our nation to-morrow be greater. The responsibility is an individual one which we cannot shift to some one else's shoulders. How are we going to meet it?

## CHAPTER X

## RECREATION

"All work and no play makes Jack a dull boy," is an old, familiar adage. In spite of the fact that the lazy sometimes find excuse for their idleness or neglect of duty behind such words, there is nevertheless much truth in the statement. We all know how after working for a while we begin to get tired and are unable to do our best. This is recognized in our schools, where provision is made for a recess or recreation period in the middle of the session in order that we may come back to our work with new vigor. Business men are also beginning to realize the value of recreation periods in the working day and are making provision for the rest and relaxation of their employees. There are business houses which have provided rest and play rooms for their workers, and where at certain times during the day all the hands may go for a short period of relaxation. They have found that the time so spent more than pays for itself in the renewed energy which the workers have when they go back to their tasks.

The word recreation, as we have already mentioned when we were discussing the topic of health, really means re-creating. It is a building or making over again of that which has been worn by use. In any activity in which we engage we use up energy and bodily tissue. This must be replaced

in time or exhaustion will set in. One can work for a certain length of time and then nature begins to demand that it have a chance for re-creating. Much of this is done for us by sleep. But if we were always to work until we became so fatigued that we had to sleep we would soon become dull indeed, and life itself would seem scarcely worth living.

By recreation we usually mean some form of physical or intellectual enjoyment or pleasure. Recreation may take the form of simply changing the activity in which we have been engaged and still accomplish the necessary rebuilding. Just to stop working and do nothing is not recreation. In fact loafing except to lazy people, is one of the hardest kinds of work. We usually find our pleasure in some other line of activity than that which constitutes our vocation or business. To a teacher in the gymnasium it would hardly be recreation to spend his off hours in exercising on the bars. This is the work which he is doing all day. He might find his greatest pleasure in getting off somewhere with a book. The tired business man, however, will be able to enjoy an hour in the gymnasium and leave refreshed and strengthened. Real recreation consists, at least in part, in doing something which is pleasurable and at the same time is healthful.

In the past few years there has been a gradual shortening of the working day. The old working day of twelve or fourteen hours left little opportunity for any form of recreation. By the time a man had finished his day's task he was worn out and nothing but sleep had any recreational value. The shorter working day means more time for

tion. Unless, however, there are facilities for using ime properly it is likely not to be spent in recreation ı loafing. And not only must there be the facilities :reation, but we must know what these facilities are ıow to make use of them. Using the recreational ies of a community is largely a matter of habit. we have started to spend a part of our spare time 'tain sports and games we are likely to continue to

: problem of recreation is a particularly difficult one · large cities. In the country districts, where most of ork done during the day is physical and done out-of- it is not so important that physical recreation be pro-

Tired with the work of the day the farmer can find ıre in paper or book. The city man on the other may have spent the day poring over books in his or if engaged in some physical activity, it may have indoors in the mill or factory. It is important for that such men have an opportunity to get exercise : open air. The closely built up conditions of our make this almost impossible, unless one considers valking the streets is a sufficient form of recreation. ling proper and adequate recreational facilities for its ıs becomes, therefore, a problem which the community face. Let us consider a few of the things which the ;e community has undertaken to provide.

## PHYSICAL RECREATION

**'grounds and Athletic Fields.** — It is a common to see children playing in the streets. Frequently

they are so young that they are just able to toddle around. Here they are, boys and girls, large and small. If they are in a quiet section of the city everything seems to go well until an automobile comes dashing around the corner. If there are trolleys passing, however, and much traffic in the street, we can see at a glance that these children are in danger. Every day our papers tell of some one who has been struck down by an automobile or run over by a trolley car. It is a sad price to pay for the privilege of playing. And yet it is the right of every boy and girl to play. Not only does it make for stronger and more healthy bodies, but it is also a valuable part of education. Boys and girls must and will play, and if there is no better place available they will play in the streets in spite of all the dangers and of all the warnings which may be given.

**School Playgrounds.** — Sometimes we pass a school building with a fine large yard. The school day is over, the teachers have gone home, the yard is deserted, for the children have been put out and the gates have been locked. And out in the street are the children. This condition fortunately does not hold good in so very many places today. The yards of our schools have been recognized as furnishing very good places where the children may play. In many cities we find that as soon as the day's work in the classroom is done the school yard is opened, and there, under the direction of a competent playground teacher, the boys and girls play in safety. The children are accustomed to coming to the school. It is near their homes. And if a playground is opened there is usually no scarcity of players.

Then, too, the play apparatus of the school, the giant strides, the swings, the ladders and bars, the sand pile, are all available. There are basket ball, hand ball, captain ball, dodge ball, and all sorts of games going on. What a happy time for every one! And on Saturdays and through the long holidays the children of the neighborhood and even the adults find in the school yard a place for rest and recreation.

**Community Playgrounds.** — The school yards, however, are seldom sufficiently large to permit all the games which we desire to play. To make up for this difficulty we find scattered here and there through our large cities playgrounds where such sports as baseball, football, and tennis may be enjoyed. In the new sections of a city, where the land has not as yet been built upon, we find that tracts of land have been set aside so that when the houses come there will be a special place for the playground. In the built-up sections, however, playgrounds have been made by tearing down old buildings. Philadelphia got rid of a number of blocks of very undesirable old houses which had become a center for crime and disease by tearing them down and making the space over into a playground. It is well when possible to have the public playground beside the schoolhouse. When this is done the children of the school have much better playgrounds for their recess periods, the expense of providing both a school yard and a playground is done away with, and the facilities of the school can be used to supplement those of the playground.

The playgrounds are usually much better adapted for play than the average school yard. The ground is not

PART OF A CITY PLAYGROUND

cemented, so that there is less likelihood of injury in case of a fall. The extent of the grounds makes possible the playing of games such as baseball without robbing the other children of their play space and with less probability of injury. The playgrounds are better equipped with play apparatus. The wading pool with its near-by covered pavilion is of especial delight to the little folk. While they play in the sand or wade in the water parents or nurses may rest in the shade of the cool pavilion.

**Recreation Centers.** — In connection with some of our playgrounds splendid buildings have been erected. These contain gymnasiums fully equipped; game rooms where all sorts of games may be enjoyed; bowling alleys; shuffle boards; club rooms; reading rooms; auditorium where neighborhood meetings may be held. Close by will be the swimming pool. At such a center during winter or summer we shall always be sure to find plenty of people. During the day the boys and girls when not in their classrooms are making use of it. In the evening the grown folk of the neighborhood make it their club house. Here of a winter's evening we may have a public lecture, a neighborhood dance, and a bowling contest, all going on at one time in different parts of this great building. It is truly the people's club. It is provided by the community for the community.

Not all sections, however, are so fortunate as to have one of these community centers near by. In such cases, however, the public school building offers splendid opportunity for the establishment of a recreation center. Of

course there are not the facilities for all the things which the regular center offers, but there are many opportunities for having a good time. The classrooms or auditorium may be used for lectures and entertainments. In the play room or gymnasium basket ball, or gymnastic work, or dances may be held.

**Play Streets.** — Where there are no public playgrounds and where the school yards are so small as to be of little use we will sometimes find that a certain street has been set apart as a play street. During certain hours of the day the street is roped off so that automobiles and wagons may not enter. A teacher is provided who sees that such apparatus as can be provided is at hand and there during the play hours the boys and girls who have no regular playground enjoy themselves to their heart's content. Of course there can be no regular baseball games because of the fear of breaking windows. There are basket-balls, however, and ropes, and possibly a sand pile and a sliding board, so you see that there is still a chance for these children to have a very good time.

**Swimming Pools.** — One of the most popular places in the city during the hot summer days is the swimming pool. Sometimes we will find it at the recreation center, sometimes just the swimming pool by itself. So great is the demand for use of these pools that the time which any one may spend in one is limited. Outside we find a long line of boys or girls waiting their turn to take a plunge. The boys and girls each have their special days, and in the late hours of the day and in the evening we will find many of

he grown folk anxious to use it. There are teachers of swimming present who give lessons free of charge. Here one may learn to swim and dive. The advantage of such a place from the standpoint of health and cleanliness as well as that of recreation will readily be seen.

**Recreation Piers.** — The river and harbor fronts of our large cities are very crowded and very busy places. There is indeed little space where children may play. In order to overcome this difficulty playgrounds and recreation centers have been established on the upper parts of certain of the city piers. Practically all the games which are played on a school yard may be enjoyed here. Then, too, the cool breezes from the river make it an especially pleasant place to be in hot weather. The rest benches in such a playground are exceedingly popular. Here we find large numbers of people, especially in the early hours of the evening, taking advantage of the opportunity afforded for this quiet form of rest and recreation.

## PARKS

**Squares and Gardens.** — In all of our cities we will find places which have been set aside as rest and breathing spaces for the people. Some of these are no larger than a city block and they are sometimes spoken of as squares. Unlike the playground, where every inch of ground is used for play, these usually contain gardens planted with beautiful flowers, splendid large shade trees, pleasant walks, and comfortable benches. There may also be a fountain with its little lake or fish pond. The advantage of

such places is that they are comparatively inexpensive and may be scattered throughout a large city. They afford a resting place for the people from the near-by streets. One does not always care to have to go to the larger parks, especially if they are located at some distance from home and the trip necessitates the use of the cars. Squares such

Boys at Play in the Park

as these add very much to the beauty of a neighborhood, make for better health, and increase the value of the property. This is so true that land owners are often willing to give small tracts of land to the city for such parks, knowing that the value of all the surrounding land will be increased by so doing.

**City Parks.** — In addition to these there are the fine large parks which we find in all of our cities. Covering from a score to three or four thousand acres of land these

rks are objects of local pride They are usually places natural beauty which are kept as the chief playground d recreation center of the city. Here in the summer we id the merry picnickers playing through the entire day. the early hours of the evening the walks are filled with destrians from the city, while the drives are thronged with tomobile parties out for the cool evening air. In the rly hours of the day we would have found the horseback lers cantering along these same roads or making their ay through the bridle-paths. The children sail their ats on the smooth surface of the lake. In winter this me lake is thronged with a merry crowd of skaters.

**Zoölogical Gardens.** — The ever popular "Zoo" is also a ecca for the happy crowds. Here almost any hour of the y we find the people coming for amusement and instruc-on. Animals, and birds, and reptiles from every country the world may be seen under conditions as nearly repro-ucing their original habitat as can be made. For the ver of flowers and trees the botanical gardens is the chief traction.

All of these places, playgrounds, recreation centers, baths, ers, and parks, are maintained by the public. They are e evidence that the community believes in the value d necessity for recreation. They are supported by funds om the public treasury which have been secured by tax-g the people. In fact the people own and pay for the keep of all these places. This does not mean, however, at because we are a part of the community supporting ch places we may do with them just as we please. If

I destroy the plants and flowers in the park I am likely to be arrested. This is not because I am not a part owner of the plants which I am destroying, but because I am a part owner, and others also are owners. I am one of many who have provided all these good things that the many may enjoy them. If I in any manner injure that which the many have provided I am injuring the many and will be punished. Public ownership means public trust.

**State and National Parks.** — Our state and national governments are also concerned in this matter of recreation. In some of our states there are laws requiring cities to provide certain facilities for recreation. Then, too, there are the state and national parks. Many of these are maintained because of some historic association. Battle fields of the Revolutionary and Civil wars have been made into great parks. Chickamauga, Gettysburg, Valley Forge, and many other parks are splendidly maintained. The natural beauty of these places has been greatly increased by proper care of the trees and plants. Beautiful monuments have been erected and the grounds constantly cared for. The national government has preserved for the people certain places of great natural beauty. Yellowstone National Park is probably the best known of these places. Under the control of the Department of the Interior some of the most wonderful works of nature have been preserved for the people and made accessible.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. What recreational facilities are provided for the people of your community?

*Photograph by Gifford*

THE GRAND CANYON OF THE YELLOWSTONE AND THE GREAT FALL, YELLOWSTONE NATIONAL PARK

2. Draw a map of your neighborhood and indicate on it the location of playgrounds, recreation centers, swimming pools, and so forth.

3. How would you suggest improving the opportunities for physical recreation in your community?

4. Where are the principal parks of your city located? How would you reach them? What opportunities do they afford for having a good time?

5. Which is better — one large park for the entire city, or a number of small parks scattered through the city? Give the reasons for your answer.

6. Are the parks and recreation centers of your city conveniently located?

7. Tell how professional baseball, which we may view only from the grandstand, may play a part in the city's physical recreation.

8. Does your school have inter-class games? How may these games be used to help develop a school team?

9. Some parks have notices posted in conspicuous places stating that the park is under the care of the public. What does this mean?

10. What do we mean when we say that a person has a hobby? What are some good hobbies for boys and girls of your age? Of what value may a hobby be as recreation?

11. What arguments would you advance to your councilman in favor of a recreation center for your neighborhood?

12. What parks are under the control of your state? Where are they located? Why were these places selected? Secure literature descriptive of these parks.

13. Make a list of our national parks. For what is each noted? If possible secure pictures of the various places of interest in these parks.

## EDUCATIONAL RECREATION

Those of us who spend our days in the schoolroom find our recreation largely on the playground. But the man or woman who has spent the day in some form of physical activity is usually too tired when night comes to care for the games which appeal to us. To them the greatest amount of recreation may come from the enjoyment of some quiet

form of pleasure. Many such people find their greatest enjoyment in the things which we call educational. We have mentioned the library as a place where one might further one's education. In addition to this it is a place where many people find much pleasure and enjoyment. To sit in the quiet reading room and enjoy a good novel, or some work of travel or adventure, is not only restful but recreational. If we glance into the reading rooms of our libraries at almost any hour we shall see men and women so enjoying themselves. Then, too, there are the lectures in school houses, libraries, and other places to which many people go. We shall understand better as we grow older the real pleasure which may be found in listening to an interesting speaker tell his story of travel, or discovery. Museums, art galleries, zoölogical gardens, botanical gardens, are all places of recreation as well as education. One could spend days in wandering through the Metropolitan Museum in New York or similar institutions in other cities and experience one delight after another. The scene in such places on holidays and in the evenings is almost like that at a great reception.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. To what extent is your school building used in the evenings as a recreation center?**

**2. Are there any free lectures offered to the people of your neighborhood? Where are these held? What is the nature of the lectures?**

**3. Sometimes lecturers take advantage of the opportunity to spread false ideas concerning the nature of our government. How can the evil effect of such lies be checked? What should the loyal people of a community do when any one attempts to slander the government?**

**4. Explain how a library may contribute to one's enjoyment of leisure time.**

**5. Make a list of the museums and art galleries of your city. Where are these located? How can we get there? When is the public admitted free of charge? What is there to be seen?**

**6. How could your community increase the opportunities for educational recreation for its members?**

## MUSIC AND ENTERTAINMENT

**Music.** — The community not only provides itself with the facilities for physical and educational recreation but also for music and other entertainment. In our city parks during the summer months there are nightly concerts by the various city bands. Often there will be a splendid soloist who will sing or play. Many thousands of people in our cities find great enjoyment in resting through the evening hours in a comfortable chair while they listen to the music furnished by the band. This form of entertainment has really a double reason. Not only are the people refreshed by the enjoyment which is afforded, but their taste for good music is developed. This is a form of education. Then, too, a music-loving people are apt to be better citizens just because of that fact.

But people are so fond of music that the opportunities afforded by the city government are not sufficient. So we find that our large cities have their orchestras. These are not maintained by the city government, but by private individuals who are interested in music and in the welfare of the city. Through the winter such orchestras give a series of concerts the expenses for which are paid by the admission fees which are charged and by the voluntary contributions of public-spirited citizens.

Good music is enjoyed by so many people that it has become quite a profitable business to furnish this form of recreation to the public. The opera houses, where the best singers and musicians of the world may be heard, are crowded night after night while people pay considerable sums of money for seats. In some European countries this form of recreation has been recognized to be of such value that the communities have endeavored to supply it for themselves. There are people in our country who believe that it would be worth while for the community to supply such music for itself just as it now supplies its band concerts. What do you think about it?

**Moving Pictures.** — The most popular and most profitable form of entertainment which has sprung up in the last few years has been the moving picture show. There are to-day more than twenty thousand moving picture theaters in the United States. The money which is spent annually for the production of films and for admission to the theaters represents many millions of dollars. Almost every one seems to enjoy moving pictures and there is apparently no falling off in the interest. The "movies" have great possibilities for good and also for evil. They may be highly educational as well as amusing. Sometimes, however, they misinterpret life. This is not a noble form of art. It tends to give, especially to immature minds, a wrong idea of life. Such a thing can only result in harm to the person so affected. As young people are especially subject to such wrong impressions, the welfare of the community suffers.

In order to check the use of such pictures the community

has developed what is known as a board of censors. These censors represent the people of the state. They view all pictures before they are shown to the public and decide whether or not they should be changed or even totally rejected. The state board of moving picture censors has done much to improve the condition of the movies. Since the public, however, do not always support the board, occasionally pictures are shown which are untrue to life. The moving picture men themselves have recognized the necessity for keeping the movies right. They have established the National Board of Censors. We may have seen this flashed on the screen along with the State Board approval. This National Board is not representing the national government as we would at first think, but the national association of moving picture men. It, too, has been very useful in keeping the pictures which are shown from being objectionable.

**Pageants.** — Another form of public amusement is to be found in pageants. The value of such entertainment from both an educational and recreational standpoint is becoming more and more widely recognized. Our schools and community centers frequently feature some form of this entertainment. It is a source of pleasure and instruction to the people of the neighborhood. By making use of the folk dances and games of the home lands from which the new Americans have come we are able to make them feel more at home in the country of their adoption. Then, too, there is the benefit which we may receive from this gift which they have to offer. At anniversaries of city-wide

importance the city community often celebrates with a festival or pageant. This form of celebration is rapidly replacing the older dangerous one in celebrating the Fourth of July. Such celebrations are also helpful in making the people of the city feel better acquainted with each other and thereby strengthen community spirit.

There are many other forms of amusement which the people of the city enjoy. Chief among these are dancing and the theater. There are those who advocate the use of community centers and school buildings for dancing. It is claimed that under the proper supervision which such locations would permit much of the difficulty which grows out of the public dance hall would be eliminated. This is one of the problems which the community must some day solve. It is our duty to become acquainted with the facts so that when we take our place among the voters we shall be in a position to act wisely.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What opportunities are offered by your community for the enjoyment of good music?**

**2. How can you justify the expenditure of public funds for the employment of musicians in a municipal band to give free entertainments to the people?**

**3. Are there any reasons which might be advanced in favor of a municipal opera house and theater? What are they?**

**4. What effect has the wide-spread use of the player piano and the victrola had upon the home life of the community?**

**5. What is meant by a "community sing"? Have you ever attended one? Of what service is it to the community?**

**6. In the army camps there were frequent entertainments and sings to keep up the morale. What is meant by this and how did it accomplish the desired results?**

**7. How can you account for the present popularity of the moving picture?**

**8. What are some of the valuable things which we may get from this form of entertainment?**

**9. How can the people of a community determine the type of picture which is to be shown in the local theaters?**

**10. Has your community given a pageant recently? What was the occasion? Describe what took place.**

**11. Some cities have an annual playday in connection with the public schools. Of what value is such a day — to the children who take part? — to the grown folk who look on?**

**12. Give some reasons for the celebration of a "safe and sane" Fourth.**

**13. How could your school building be used to better advantage as a recreation center for your neighborhood?**

## CLUBS AND ASSOCIATIONS

Much splendid work has been done in our communities by private organizations. Clubs for boys and girls, others for men and women, have been organized to meet the needs for further recreation. Some of these have been in connection with the churches, others have been working entirely alone. Through these clubs additional gymnasiums and playgrounds have been provided and outdoor life has been encouraged.

Of particular importance has been the work which has been done by the Boy Scouts and the Camp Fire Girls. These two organizations have done much to encourage a proper use of one's leisure time. Through their various activities, hikes, sports, and the like, they have not only made for better manhood and womanhood by improving the physical life of their members, but they have also developed a better type of citizen.

When the war brought the thousands of our young men together in the great army camps it was seen that some provision must be made for such leisure time as they might have. To be sure there was not any too much time on the hands of the new soldier, but what little there was might mean either the making or breaking of his spirit. This spirit is called the morale and is probably the most important element in the life of a good soldier. Certain organizations which had been doing a splendid work among the people of our country long before the war broke out were ready to answer the call. The Young Men's Christian Association, The Knights of Columbus, The Young Men's Hebrew Association, and the Young Women's Christian Association were all ready for the work. They went into our army camps and established hostess houses and places for the entertainment of the soldiers and their friends, and in a thousand ways helped make the life of the recruit as well as the older soldier worth living. At the request of the army authorities they took over much of the athletic work of the army, directing the playing of games and the like. As the army crossed the Atlantic these good people followed and in France aided by the Salvation Army continued their good work. These organizations are to be found with us now, continuing the work of providing healthful recreation.

**SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION**

1. **What is meant by the Boy Scout movement?**
2. **Tell how a boy may become a scout.**
3. **What is the scout oath and pledge?**
4. **What are some of the things which a boy learns in the scouts?**

**5. Have an exhibition of some of the scout activities in your school assembly.**

**6. Apply the questions just asked to the Girl Scout movement, or the Camp Fire Girls.**

**7. What are some of the clubs and other private organizations in your community which are interested in the problem of recreation?**

## INDIVIDUAL RESPONSIBILITY

It has been uniformly found that when proper forms of recreation have been provided in a community the number of arrests have fallen off. People must have something to do with their leisure time. For the most part enjoyable recreational activities will be made use of if they are available. If these are not available, then the tendency is to create a situation which will produce excitement. Very often this takes the form of doing some mischief which is likely to result in the destruction of property, injury to some one, or disturbing the peace.

With the abolition of the saloon, which has been called the poor man's club, more than ever will the necessity for the provision of places for public recreation be upon us. We shall have to decide which we prefer: whether it is better to spend our money for the increase of the police force, the maintenance of courts, and the addition to our prisons; for the further erection of public playgrounds, and the provision of public entertainment and other forms of recreation. It is the duty of the good citizen in every way possible to co-operate with both public and private agencies whose object is the promotion of community welfare through wholesome forms of recreation.

## CHAPTER XI

## CIVIC BEAUTY

If we look around us in our classroom or in our home we will see many evidences that people like to have attractive things about them. On the walls there are pictures. Instead of a plain bare wall we find that it has been papered or painted. In our homes we see that the paper is not just plain paper put on for the sake of hiding the plaster but that it is tinted with color or printed with some design. Even the furniture, which so far as its usefulness is concerned might just as well be of plain boards, is stained and finished. Instead of being perfectly plain and straight, it is so fashioned as to please the eye. The outsides of our schools, homes, and other buildings are painted and planned in a way that would not be necessary if they were built merely to shelter us.

An important use of vision, that most important of all the senses, is that it enables us to enjoy what is beautiful. The beauties of nature so appeal to us that when it is possible we spend our vacations in the country, at the mountains or at the seashore, to enjoy them. Most of our life, however, is spent in our home or school or place of business. The streets and buildings of our town or city are the things which we must look at day after day. If we live always among ugly and sordid things there is the tendency that our characters

may become like our surroundings. Crime and vice are often found in such places. How important it is that we have our surroundings as beautiful as possible!

Cities were not built with the idea of having them places of beauty. There are a few exceptions which we shall mention later on. For the most part but two ideas dominated — a place to work, and a place to sleep. In spite of the fact that the population of even the great cities was at first comparatively small, the people living in these cities were herded closely together. There were no adequate means of transportation, and so it was necessary for people to live comparatively near to their places of business. Houses were built and streets constructed with little thought of the possibilities of growth of the city. The streets were often narrow and the buildings tall. Later factories and warehouses were built indiscriminately among the dwellings of the city. The smoke from the stacks, the narrow, dingy houses, the poorly paved streets with their mud and dirt, made living in such places undesirable. Many of the people who lived in such sections, however, had been born and raised there and knew no better. Others coming from more open places were unable to pay the higher rental for better sections and crowded into the already overcrowded houses and tenements. Under such conditions beautiful surroundings were out of the question.

One of the results of wide-spread education has been a growing desire on the part of the people for better and more pleasant surroundings. We have seen that one of the reasons for education is that it enables us to get more enjoyment out of life. We learn of the good things which other people

are enjoying and strive to get these things for ourselves. As people have become better educated they have seen that there is more in life than the mere earning of a livelihood. They have learned to appreciate the value of having their surroundings attractive, and, so far as possible, beautiful.

## OUR HOMES

**Furnishings and Decorations.** — In our own homes we alone are responsible for the beauty of our surroundings. Some houses are of course so constructed as to be in themselves much more attractive than others. But it is entirely possible to have a beautifully built house spoiled by lack of taste on the part of the people who furnish and decorate it. On the other hand we may have a very unattractive house or room made a pleasure to see by the exercise of care and good taste in the furnishing.

It is not a question of how much money we have to spend but upon what we spend it that counts so far as the beauty of our homes is concerned. Furniture, even if inexpensive, when selected with a view to simplicity of design and harmony with the rest of the house, will be most admired. Pictures, too, may be made to add very much to the attractiveness of a room. One picture carefully chosen and of a worthy subject is worth a dozen chromos purchased mainly because of the elaborateness of the frame or the vividness of the colors.

One of the things which we should get from our art work in school is a taste for that which is good and some idea of what is beautiful. Manufacturers tell us that it is just as easy for them to produce beautiful articles as it is to

make the ugly stuff, but that the latter is so much more in demand that it does not pay to make the beautiful. When the taste of the buying public is educated to the point where they will refuse to buy rather than take articles whose sole recommendation is their gaudiness, the manufacturers will put the better class of goods on the market.

**Paint and Repairs.** — Then too there is the matter of paint and repairs. A neighborhood where the painting has been neglected is also a place where many repairs are needed. To do without paint is poor economy, for paint is a preserver of wood. The householder who paints his house is performing a service for the whole community.

**Window Boxes.** — One of the causes of the ugliness of so many of our cities is that the houses are built up close one against another, and with endless repetitions of the same design. How refreshing it is to get into the suburban sections and see the plots of grass and the individuality of the various houses! In the built-up sections of our cities we are unable to control this. It is not even possible to have a small grass plot. Here and there, however, we see a house where in the summer a window box is filled with blooming plants, and in the winter with some hardy shrub. Such boxes are easily made. Our shop instructor will gladly tell us just how to go about it.

**Lawns and Gardens.** — If we live in a section where there are lawns in front of the houses or have passed through such a place we know how pretty it is. The efforts of the householder to beautify the lawn and thereby the neigh-

*rm a photograph by the Lumiere Company*

A Garden Arrangement Giving an Effect of Distance

borhood, by planting flowers and shrubbery, should certainl be appreciated. Such plants are really community prop erty, for do not the people of the community enjoy then as much as the owner? The person who carelessly damage such property is damaging community property. It ma seem a little thing to walk across the grass or to tak a flower or two, but if every member of the community di this there would soon be none left to enjoy. It is a sign o good citizenship when one respects the property rights o others.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. A splendid place to begin practice in the development of civic beauty is in our own classroom and in our own school. What can we do to help along the lines of cleanliness, attractive decorations, gardens, trees, and so forth?**

**2. What principles should guide you in the selection of wall paper for a living room? a dining room? a bedroom?**

**3. What effect on the appearance of a neighborhood has a house where the owner has permitted it to go for years without repair or paint?**

**4. How does the effort of the individual to keep his house in good condition affect the other members of the community?**

**5. Make a list of some of the pictures which you would like to have in your home.**

**6. Why do we call the planting of a window box, or garden, or tree an act of good citizenship?**

### OUR STREETS

**Cleanliness.** — If we were visiting a strange neighbor- hood or city it would make little difference how beautiful the buildings were or how attractive the lawns; if the streets *were filled* with rubbish and dirt, we would form a very poor

opinion of the place. How often have we seen just this thing! People who take great pride in the furnishings and decorations of their homes, and who are particular that the houses are kept in repair and well painted, will often be guilty of having their ashes and rubbish placed on the street in such a careless manner that the wind soon has them blowing all over. From the time the waste is put out until the street cleaners come along may be a matter of hours, but sometimes it is a day or more, and the streets will be filled with flying scraps of paper and other waste. If each person were to give just a moment of thought to this matter how different the appearance of some of our streets might be. What is needed is an awakening of public interest in the condition of the streets. This will soon be followed by a more strict enforcement of the law concerning waste disposal. Each one of us may do much by seeing that we at least will not be the ones to be responsible for such uncivic action.

**Paving.** — The condition of the surface of the street has much to do with its attractiveness. Fortunately this matter is handled by the city authorities. Inspectors make frequent tours of inspection, and the police co-operate by reporting breaks which they observe. When the streets are well paved with a good smooth surface, and are cleaned regularly so that dirt does not collect, they do much to improve the appearance of the neighborhood. A well-paved and well-cleaned street often has the effect of arousing such pride in the householders living along it that they take especial precautions not to mar its appearance.

**Unsightly Objects.** — Let us think for a minute of two different streets. Both are lined with stores and dwellings and filled with moving traffic. On the first street in front of many of the stores hang large swinging signs. Here and there awnings, supported by iron poles rising from the curb line, project out over the sidewalk. In front of some of the stores goods are on display on stands on the sidewalk, partly blocking the way. Lined up along the curb are the carts of the venders of all sorts of produce and merchandise. The street is roughly paved with Belgian blocks. At regular intervals stand a pair of iron poles supporting the wires of the trolley line. Rising high above these are the tall wooden poles with their great cross arms bearing a maze of heavy wires. The other street is equally busy. The sidewalks are filled with people, while in the streets a long line of cars and automobiles extends as far as the eye can reach. There are no swinging signs before the stores, nor overhanging awnings. A great variety of goods is on display but it is inside the stores. We look overhead but fail to see the unsightly poles and lines of wires which we noticed on the other street. Beneath the surface of the street in pipes laid for that purpose run all these wires. Even the trolley wires are underground. Which of these two streets presents the better appearance? How will they differ in their effect on the citizens who use them every day?

**Shade Trees.** — Residential streets may often be made more attractive by the planting of appropriate shade trees. Well cared for, these become not only a source of beauty for

the street but of pride to the people who live along it. In the summer their welcome shade shelters the pedestrian on his way to and from business. Usually such trees are considered the property of the city. In many instances they have been planted by the city. We may not put out any trees which we please in front of our homes even though we may own them. Nor may we trim them to suit ourselves. Many cities have foresters whose business it is to look after the trees and see that they are properly cared for.

**Street Lighting.** — The appearance of a street may be made or marred by the system of lighting which is used. Unsightly lamp posts or electric light poles may spoil the beauty of an otherwise splendid street. Where streets are quite wide, as is the case with many of our principal thoroughfares and boulevards, the lights are arranged along the center of the street. A well-designed ornamental post may be a source of pleasure to the eye during the day. The lights themselves may be so arranged and so swung as to make the street exceedingly attractive at night. In the public squares and gardens and around public buildings we often find brilliant lighting effects. Then, too, the arrangement of lights so as to light up these public buildings and monuments is another method of increasing the beauty and attractiveness of the city.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What is the condition of the streets around your home and school in regard to cleanliness? How does this affect the appearance of the neighborhood?**

**2. Can you suggest some plan whereby the members of your class could work together to improve the appearance of your neighborhood by securing cleaner streets?**

**3. How are the streets in your neighborhood paved? Does the paving add to or detract from the beauty of the street? Why?**

**4. Do you find any of the conditions mentioned in the paragraph on unsightly objects existing in your city? What effect do they have on the appearance of the city? How could these conditions be remedied? Are there any ordinances against them?**

**5. Outline a simple, inexpensive program for improving the appearance of the streets in your neighborhood.**

**6. Make a list of trees which are suitable for street planting. What trees are not well adapted for the purpose? Why?**

**7. What are some of the enemies of our city trees? How may we help fight them and save our trees?**

**8. Why is the man who plants a shade tree called a public benefactor?**

**9. How are the streets of your city lighted? Is any effort made to make the lighting system a source of beauty to the community? If so, how is this accomplished? If not, what suggestions would you make for taking advantage of this means of improving civic beauty?**

## PARKS AND BOULEVARDS

**Parks.** — Parks and boulevards are not only important in the recreational life of the city and in solving its transportation problem, but they are also a source of beauty. What city, however small, does not pride itself on some particularly beautiful park! Often a place of great natural beauty near the city is selected and carefully planned so that it will be one of the beauty spots of the community. When cities are rebuilding certain parts, or where new sections are being established, small parks and squares are often made to play an important part in the development.

The space which such squares and parks occupy is more

than made up for by the improvement which they make in the neighborhood and the consequent increase in the valuation of the property. In these squares and parks we often find beautiful monuments erected in memory of some historic personage or event. Sometimes the beauty of the park is increased by building fountains and small lakes. Where parks are located at the radial points of diagonal streets and radial avenues they greatly improve the view along the streets. They also form natural places for the grouping of public buildings.

**Parkways and Boulevards.** — Among other ways of adding to the beauty of a city is the construction of parkways and boulevards. These are usually very wide and attractively planned streets. There may be a number of separate parallel streets with stretches of grass, trees, and flowers in between. Certain parts are usually reserved entirely for pleasure vehicles. The whole street often forms a long and somewhat narrow park. Along the sidewalks we see the throngs of people, while the driveways are crowded with automobiles. Trolley cars are usually not run on these boulevards. If care has been taken that only buildings conforming to certain standards of architecture be erected along it, the boulevard may be one of the show places of the city.

**The Water Front.** — Many of our cities are located on water fronts. Usually there is an important relation between the river or lake or other body of water on which the city is situated and the prosperity of the place. Many cities conduct a great deal of trade on these bodies of water.

This being the case it often happens that the beauty of the water front has been neglected for the sake of the business which is being carried on. The result of this is that the water fronts are often busy but unsightly places. Wharves, piers, docks, railroad tracks, great drays and trucks form the principal part of the picture. Little if any attention is paid to appearances. Yet such water fronts afford one of the best opportunities for a city to present a beautiful appearance. Most people enjoy a scene where there is water. It is possible to so plan the water front of a city as to have it one of the most attractive parts of the city. Piers and wharves can be constructed so as to be objects of beauty. By planning wide boulevards along the water front and regulating the type of building which may be erected, the result may be parklike in appearance. Many of our large cities are following this plan with the result that the beauty of the city is being increased.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What are the most beautiful streets of your city? To what do these streets owe their beauty?**

**2. To which parks would you take a visitor to your city? How would you get there? What points of especial beauty or of particular interest would you want the visitor to be sure to see?**

**3. Write out a plan for a trip through your city making use of such means of conveyance as are available which would show a visitor the prettiest parts of your city. Are there any places which because of their ugliness you would care to avoid? What could be done to improve these places?**

**4. On an outline map of your city indicate the important boulevards and parkways.**

**5. Has your city a water front of whose beauty you may be proud? If so, why?**

## ART

A wide-awake community further endeavors to provide for civic beauty by cultivating an appreciation of art among its citizens. There are many opportunities for real artistic work in our modern cities. The public buildings, bridges, monuments, and statues which we find in every city should represent so far as possible good taste. There was a time when if a bridge was to be built or library erected little if any thought was given to the beauty of the structure. A bridge was a bridge, and if it served its purpose what did it matter if it were merely a skeleton of steel offensive to the eye? The education of the public along artistic lines, however, has been going on for years, and to-day even so crude an object as a railroad bridge is given attention from the point of view of its beauty. It costs but little more to the community to have things of beauty surrounding it, and the average community is beginning to demand that their city be not spoiled with inartistic structures. Then, too, monuments and statues were frequently donated by people well meaning but possessing little sense of real beauty. These monuments were often erected without reference to their fitting their environment and frequently became eyesores to the people who had to look at them. In order to overcome these difficulties we find in many communities an Art Jury. This consists usually of a number of public-spirited men and includes prominent architects and artists. When a public building is to be erected, or a statue or monument or other work of art displayed, this jury decides whether or not it is artistic and worthy of the community.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Which public building in your neighborhood do you consider most beautiful? Why?**

**2. Collect views of various public buildings in your city. Compare these with the pictures of buildings built for similar purposes in other cities.**

**3. Which of the monuments of your city which you have seen do you consider the most artistic? Why?**

**4. What arguments would you advance in favoring a bridge designed so as to be pleasing to the eye rather than one erected for mere utility?**

**5. What effect will beautifully designed buildings and so forth have upon the inhabitants of a city?**

### CITY PLANNING

**Street Plans.** — Most of our cities had grown to a considerable size before much attention was paid to the matter of careful planning. Beginning as small towns with most of the houses ranged along one main street, as development continued the tendency was to determine the location and direction of streets and the position of houses with reference to those already built. At times the streets would follow the path of an old road which had been made with a view to ease of travel rather than with any idea as to fitness for a city street. There are in some of our older cities streets that are so crooked and winding that the only way to account for them seems to be that they at one time must have been cow paths. In many of our cities, however, probably due to the ease of construction, the so-called checker-board plan has been followed. This made for uniform shaped plots of land. It was such a plan that William Penn made for the city of Philadelphia.

**Diagonal Streets.** — Many of the diagonal streets which we find in our city are due to the fact that roads were built between the old town proper and certain outlying districts. As the development of property continued it was but natural that these roads should determine the placing of new properties. Such diagonal streets are of great advantage to a city. If the entire city is laid out as a checkerboard we can readily see that to go from one part of the city to another it is necessary often to follow the two sides of a triangle. Diagonal streets provide short cuts from one part of the city to another. In this way they afford a great saving of time. Such streets are usually very busy. Many people take advantage of the opportunity to make a short cut. This means a good chance for business, so that we find such streets usually business thoroughfares. Most of our cities are so poorly provided with such streets that on the few which exist we find a large amount of traffic, at times amounting to congestion. As the newer sections of our cities are being laid out care should be taken to provide for a number of such diagonal streets. In the older sections there is occasionally afforded an opportunity of adding such streets when great public improvements are being made. This is of course very expensive, but pays for itself in the long run.

**A Well-planned City.** — The city of Washington is considered to be the finest-planned city in our country. More than a hundred years ago a French engineer, Major L'Enfant, was engaged to make plans for the new capital of the United States. As there was no city there at that time, he

THE CAPITOL, WASHINGTON, D. C.

was perfectly free to plan it as he saw fit. Profiting by his knowledge of the good and bad features of the cities of Europe, he planned the new city. He selected two points at some distance apart. At one of these he placed the Capitol, at the other the White House. Both of these were to be surrounded by spacious parks. Connecting the two he laid out a fine wide street. This is called Pennsylvania Avenue. Other streets of the city were to be arranged as the spokes of a wheel. The Capitol and the White House were to be the hubs from which these streets should radiate. As the other public buildings were erected they were centered around the hubs of these wheels. This made for a splendid grouping of the public buildings, and at the same time the radial streets gave fine views of these buildings for a great distance and from all parts of the city. The small spaces where the cross streets intersected formed pretty parks where fountains and statuary added to the beauty of the city. The streets are very wide and well paved. The electric wires are underground. The display of signs is carefully regulated, and the manufacturing sections are definitely prescribed. The result is a wonderfully attractive city which shows what can be done if proper foresight is used.

**Regulating the Height of Buildings.** — With the development of cities has come the effort to get as much space as possible out of every building erected. The high cost of land in the business sections of our cities and the desire of so many people to have their offices in the heart of the business section has led to the erection of a modern type of building

known as the " skyscraper." Equipped with speedy elevators, they enable a man to have his office if necessary twenty or thirty stories above the ground and yet be able to reach quickly other business men in the same neighborhood. The streets of our cities, however, were not planned with a view to accommodating such giant structures. A street which is lined with such buildings should be very wide so that the street itself will not be darkened by the buildings and that the tremendous traffic which such congestion of population brings may be handled satisfactorily. Often, too, such buildings are planned with a view merely to utility and with no thought of the effect which their appearance will have on the beauty of the city. In order to regulate properly such matters, and also to see that the smaller buildings are planned with a view to the appearance of the community, many of our cities are regulating the erection of such structures by means of ordinance and zoning commissions.

**Business and Residential Sections.** — The growth of a city is also attended with, and to no small extent caused by, the increase of manufacturing. Sections of a city which have at one time been wholly residential are gradually encroached upon by mill and factory. Then, too, the business sections of the city spread. It is a familiar sight to see the fronts being torn out of residences and bulk windows being put in, turning the former house into a store. Often the coming of a mill or factory means smoke nuisance and noise, which makes the section unfitted for residence. The demand for property for business purposes increases very materially the value of the property in the neighborhood, so

that rentals become almost prohibitive. Many cities have been divided up into districts. Some of these are for manufacturing, others for office buildings, and still others for residences. The work of the zoning commission is to see that the city is so divided.

A well-planned city makes provision for future development. A hundred years ago the present tremendous growth of cities was unforeseen. The streets were too narrow and poorly arranged for the demands of the modern metropolis. To-day many of these cities are widening the streets in their business sections at enormous costs and building radial avenues and traffic circuits. A traffic circuit is made by widening certain streets a short distance away from the congested districts and diverting some of the traffic from the main thoroughfares. The development of parkways makes possible the grouping of public buildings, which is not only to be desired as an element of beauty but also as a matter of convenience. Business and residential sections are carefully laid out and the building restrictions rigidly enforced. Uniformity in height of buildings is maintained in definite sections so as to prevent the abnormal development of the skyscraper. Care is taken that the homes of those who are unable to pay high rentals are made as attractive as possible, and especial attention is paid to the planning and construction of tenements. And with all this must be kept in mind the systems of transportation, which are the arteries of the city and enable the people easily to reach their places of business and the shopping centers from their homes.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a sketch map of your city which will illustrate the general plan of the city and the arrangement of its streets.**

**2. Has your city been definitely planned? If so, by whom?**

**3. Compare the plan of the city of Washington with that of your own city. Which is better planned? Why?**

**4. Is your city provided with diagonal streets? How do they aid in transportation? How do they affect the beauty of the city?**

**5. If you had the privilege of adding one more diagonal street to your city plan, where would you locate it so that the best interests of the entire city might be conserved?**

**6. Are the business and residential sections of your city fairly distinct?**

**7. How is the appearance of your city affected by the following: smoke nuisance; surface railroad lines; overhead wires; poles; signs?**

**8. Have you a zoning commission in your city? What does it do?**

**9. Have you an art jury in your city? What does it do?**

**10. What effect has the height and appearance of buildings on the beauty of the city?**

### NATURAL BEAUTY

Our country has been richly endowed with great natural beauty. Stately forests, beautiful rivers, lofty snow-capped mountain peaks, plain and prairie, fertile valleys, all lend their part in making ours the most beautiful country in the world. But where man goes very often beauty disappears. He cuts down the forests, pollutes the rivers, harnesses the waterfalls, and fills the clear blue sky with the smoke from ten thousand stacks. Uncontrolled, it would be but a short while before much of the wealth of natural beauty would be taken from us forever. Great forests would be ruthlessly destroyed and ravaged by fires, the result of man's carelessness. Niagara would be harnessed to drive the wheels of industry until that magnificent work of nature would be

ruined forever. Our great cañons would be staked with the claims of miners or obstructed by land-grabbers who would monopolize the wonders of nature and sell them to the people to whom they already belong.

Fortunately the community, both state and nation, has awakened to the fact that the natural beauties of the land must be preserved. Our state governments have acquired the right to places of great natural beauty within their limits and have turned these into parks for the people under the care of the state. Now as the property of all, all may enjoy and none destroy. The nation, too, on even a much grander scale, has acquired great stretches of land where nature has outdone herself in providing things of beauty. Here we find the great national parks under the care of the national government and forever belonging to all of us. Yellowstone National Park and Glacier Park together with many others are to-day the playgrounds of the people.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of the places in your state which are noted for their natural beauty. If possible secure pictures of these places.**

**2. Some people feel that they must travel into distant states, or nto remote corners of their own state to find places of beauty. Is this so in your state? What are some of the show places to which you would be proud to take a visitor?**

**3. What arguments would you advance in favor of your state or he nation controlling sites of great natural beauty?**

**4. "See America First" is a national slogan. Why?**

### INDIVIDUAL RESPONSIBILITY

A good citizen is as careful of the property of others as he is of his own. The streets, public buildings, playgrounds,

parks, monuments, and so forth, belong to all the people. The condition in which they are kept affects very much the appearance of the city. We sometimes find people who have so little pride in their city that they are unwilling to care for those things which are the property of all. The marking of buildings with chalk is especially offensive. Sometimes we see trees along our streets or in our squares and parks upon which unthinking persons have carved their names or initials. We would never do this if we realized that what we were doing was to carve our names where every one might read of our poor citizenship.

How often we see people making short cuts across lawns and grass plots instead of using walks. Such an act may be merely the result of carelessness, but it is none the less destructive of social order in that we are using for our own selfish purpose that which belongs to the community. Along with this would be the destruction of flowers, trees, and shrubbery. Some people delight to go out into the woods and carry away armfuls of wild flowers which will wither in their homes in a few short hours, but which, if left where nature placed them, might be a delight to hundreds of lovers of nature.

The term Vandal is closely akin to the word Hun. The destruction of property to secure souvenirs, or to satisfy our selfish desires, is nothing but vandalism. Many fine public monuments have been so mutilated. Not even the last resting place of the Father of our country has been safe from the vandals. It is the duty of every good citizen to refrain from such action.

## CHAPTER XII

## COMMUNICATION

When, on November the eleventh, 1918, we awoke to hear the ringing of the bells and blowing of the whistles which announced that the Armistice had really been signed, we gave very little thought to a miracle which had just happened. Here we were in America, thousand of miles away from the scene of battle and separated by thousands of miles of ocean, celebrating the beginnings of peace at the same time with the people on the battle front. So, too, when the peace treaty was signed we took it for granted that we should know within a few hours that this event had taken place. And yet had we been living a century ago it would have been weeks and possibly months before we would have had a single word from Europe. The world has surely grown smaller during the past one hundred years when an event can be known within a few hours all over the entire world. Our newspapers tell us to-day of things which have occurred within the past twenty-four hours in China and Japan and every other part of the civilized world. And all of this is due to the development along the lines of communication which has taken place within the past few years.

One of our great city daily newspapers has already made use of a transatlantic aeroplane flight to deliver a

large number of copies of the paper to the people of England. It so happened that this edition contained a full report of a speech delivered by President Wilson in New York City the night before. Lord Northcliffe, in a special cable congratulating the editor of the paper on the delivery of newspapers by aeroplane, said, "I am convinced that as soon as we get each other's newspapers across the Atlantic every day many of our international difficulties will vanish."

Of especial interest is the statement that newspaper air delivery may end many international difficulties. Much difficulty arises merely because of a lack of sympathetic understanding between people. This is true, not only of nations, but of the different sections of any nation. If a community is to be in reality a community, if there is to be a commonness of interest in matters which concern all the people, it is very necessary that there be adequate means for prompt and full communication between the parts. It is only as we understand the difficulties and conditions which others are facing that a full sympathy can be developed.

The great extent of our country and its multitudes of interests make it imperative that we possess adequate means of communication. The transaction of modern business could scarcely go on were it not for the means which we have at hand for prompt communication. Orders concerning the disposition of perishable supplies often must be gotten from one place to another so quickly that any means slower than the telegraph or telephone would result in loss. Business men are able to transact business

between great cities such as New York and Chicago over the telephone, coming to a clear and definite understanding as to agreements without the loss of time necessary to make the trip between the two cities. This in spite of the fact that the journey may be made in comfort and at great speed on one of the limited trains.

Even in our very small communities we feel more or less dependent upon the methods of communication which are at hand. The housewife telephones her order to the butcher, grocer, and produce dealer. Relatives and friends living in other parts of the neighborhood or the city are close at hand when the telephone offers the means of communication. In case of illness during the night or day we use the telephone to summon the physician. If a fire were to break out in our house it would be the quickest way of getting in touch with the fire station. From people living at a distance and where the necessity for great speed is not present we receive letters through the post office. Or, when speed is required, the telegram is ever at our service. Travel on the high seas has been made much safer than ever before by the installation of the wireless on ocean-going vessels. And so we have the various communities, local, state, and national, joined together by means of a great network of communication. We shall consider a few of these more carefully.

## POSTAL SERVICE

**The Postman.**—Every one of us is familiar with the sight of the postman or letter carrier, as he makes his rounds from house to house, carrying his great bag filled with all

sorts of mail. Every morning and at certain hours throughout the day we may see him going his rounds, distributing the mail or collecting from the letter boxes that which has been put there for collection. He is one of the many servants who come to our homes like the milkman and the baker. But this man is different from any of the others who visit us, for he represents the largest community of all, the nation. The desire for this form of communication is so great and its use so wide-spread that the national community does not leave it in the hands of private individuals or private companies, but sees to it that this work is attended to by itself. Not even that large community, the state, is permitted to attend to the postal service. We may judge from this just how important the carrying of mail must be. The postman is an official of the United States government and represents the entire nation. It is contrary to law for any individual or company to carry mail regularly in the United States.

**The Post-office Department.** — The Post-office Department of the United States is the largest institution of its kind in the world. The amount of business transacted is tremendous. The number of pieces of mail passing through the post offices of the country during the year amounts to more than fifteen billion pieces. It requires more than three hundred thousand employees to handle all this business. In charge of the Post-office Department we find the Postmaster-General. He is a member of the President's cabinet. The work of the post office extends into every town and hamlet in the United States.

**A City Post Office.** — To get some idea of the work involved in the carrying of our mail we should pay a visit to one of our city post offices. Here we shall see the mail being brought in by the carriers who have collected it. If we visit the central office we shall see the great bags of mail brought from the sub-stations on trolley cars and in motor trucks. We shall be interested to watch the rapidity with which the postal clerks work as they cancel the stamps and sort the mail. The work of casing the letters so that they will be placed in the proper sacks to arrive at their destination is done so quickly that we wonder that many errors are not made.

**Speeding the Mails.** — Every possible device is used to speed the mail on its way — speedy motor trucks, pneumatic tubes, great belts to carry the bags from one part of the office to another. Once on the road the swiftest trains carry the mail. So there may be as little delay as possible, the mail trains collect from stations where no stop is made by means of an arm which is extended from the side of the rapidly moving car and catches the mail bag which has been fastened to an upright carrier, and throws it into the car. Railway mail clerks sort the mail while the train is going, thereby using even the time which is taken for the actual transportation of the mail. Each railway mail clerk must be familiar with the location of thousands of post offices. He must know just what railroad passes each office and what the junction points are. These men become very accurate so that they are able to develop great speed in the sorting of letters.

ASSORTING MAIL FOR VARIOUS STATES

A record of pigeonholing mail at the rate of one letter every second, each one addressed to a different post office, and doing this with thousands of pieces of mail, has been made by some of the best of these clerks.

**Postal Savings.** — Besides carrying all sorts of mail, the Post-office Department also conducts a postal savings bank. At any of the larger post offices any one may start an account with the government and deposit savings. Upon such savings the government pays interest like a regular savings bank. This is a matter of great convenience, especially to people who do not live near a regular savings bank. It also has the advantage of the fact that the United States government is your banker and is responsible for your money. The sale of thrift stamps and war savings stamps is also conducted through the post office.

**Money Orders.** — The transmitting of money through the mails has always been a matter of considerable risk. In spite of all the precautions which have been placed around the handling of mail, and the severe penalties attached to tampering with the mails, occasionally there is a loss of money sent in envelopes. The post office sells at very low cost what really amounts to checks on the government. These are called money orders. The sending of such an order insures that the person to whom the money is sent will receive it.

**Parcel Post.** — Another attempt to aid the people in the transaction of business has been the development of the parcel post system. This has made possible the

shipment of packages, limited to a maximum size, through the mail. The entire country has been divided into zones and the amount charged for the carrying of such packages depends upon the distance to which they are being sent and also upon their weight.

**Protecting the Public.** — To protect the public from swindlers who make use of the mails to defraud, the post office maintains a corps of inspectors. These inspectors run down the people who are cheating the public through the mails. The punishment for the use of the mails to defraud or for other improper purposes is usually very severe.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Pay a visit to your city post office. Write a description of what you saw on your visit.**

**2. How does a postman secure his position? What are some of the necessary qualifications?**

**3. Describe the proper method of addressing and stamping an envelope. How does carelessness in this matter hinder prompt delivery?**

**4. Into what classes is mail matter divided? What matter falls in each class? What is the cost of postage for each class?**

**5. What is meant by special delivery mail?**

**6. Describe the method of opening a savings account with the United States government through the postal savings. What are the advantages of this form of saving?**

**7. Secure the necessary blank forms and describe how you would send a money order.**

**8. Find out all you can about the parcel post. Estimate the cost of sending certain articles from your own to other cities in the country.**

## ELECTRICAL COMMUNICATION

Valuable as is the postal system of our country, we have developed to such an extent that a more rapid system of

communication has been necessary. The very trains which carry the mail owe in part their safe progress over the tracks to the fact that it is possible to communicate much more swiftly by means of electricity with points on the railroad and set signals and clear tracks for the trains to pass. The block signal systems which are in use on our railroads are a form of communication. Then, too, the telegraph lines enable the train despatcher to control the movement of all the trains on a given stretch of road.

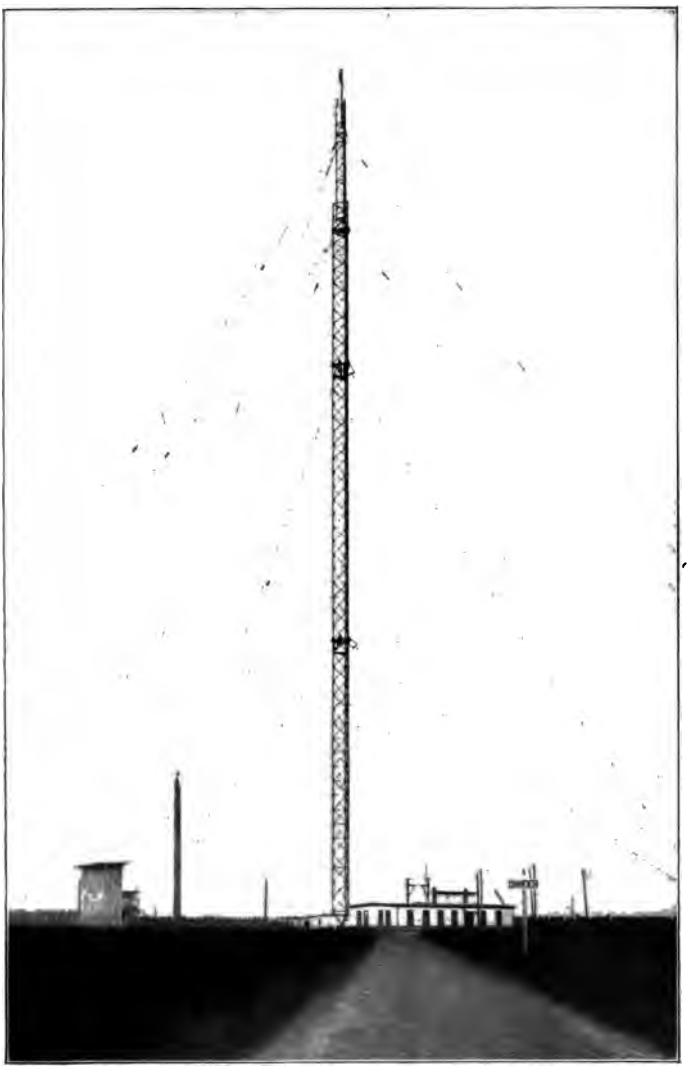
**The Telephone.** — The telephone has become so important a part of the business and home life of our communities that it would be almost impossible for us to get along without it. In practically every business house of any importance and in countless homes throughout our country we find the telephone. Much of the business of our nation is carried on over it. It is possible to talk from coast to coast by means of it or to the man at the next desk if we should so desire. It is one of the most frequently used and convenient means of communication at our disposal.

**The Telegraph.** — The telegraph is still a very vital part of our system of communication. When the expense of verbal communication is too great or when there is not the necessity for instant response the telegraph plays an important part. News is flashed from one part of the country to another. Business transactions are reported. Lengthy letters may be sent, and at very fair rates too, if one uses the night letter and is willing to have the message delivered the following morning. In the United

States, unlike many of the foreign nations, the telegraph has been owned and operated by private corporations. During the war all forms of communication and transportation were taken over by the national government, but with the conclusion of the war they will be one after another returned. There is a difference of opinion as to whether the government should control all such systems. This is a problem which will be before the citizens at some time in the near future for their solution.

**Ocean Cables.** — One of the great accomplishments of the past century was the laying of the Atlantic cable. Since then cable lines have been laid over the entire world, joining all countries. To these cables has been due the promptness with which we have received word of happenings in other countries. They have done much to break down the barriers of misunderstanding which have existed between countries, and have tended to make the world really one great community.

**The Wireless.** — Among the more recent inventions there is none which has proved of greater interest nor of greater worth than the wireless telegraph. This has become a very important part of the communication system of the country. Its greatest service has been rendered on the sea. Ships, equipped with wireless instruments and operators, are able to communicate with other ships and with the land at great distances. The importance of such commuincation, particularly in case of accident to a ship, has led to the passage of laws requiring that all sea-going steamers be equipped with wireless apparatus



WIRELESS STATION AT SAYVILLE, N. Y

and operators. More recent has been the invention of the wireless telephone, enabling one to talk over great distances without the use of intervening wires. Aeroplanes have been equipped with these, enabling the aviator to keep in close touch with people on the ground. Army planes may be directed as to their duties and in turn may direct artillery fire after observation. In the future it is likely that the wireless will be further perfected and may even displace the older wire lines.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Pay a visit to a telephone exchange. Make a report to the class on what you saw.**

**2. Explain how the telephone aids in the management of a big business concern.**

**3. How is this service supplied to the community?**

**4. What control do the people of the state and nation through their organized government exercise over such public service corporations as the telephone companies?**

**5. Subject for debate.—Resolved that government ownership of such public service utilities as the telephone and the telegraph would be of greater benefit to the country than private ownership.**

**6. Compare the cost of sending a telegram over a distance of a thousand miles with that of telephoning over the same distance. Under what conditions would you use one or the other of these means of communication?**

**7. If any boy or girl in the class owns a telegraph instrument or a wireless apparatus they might describe how the instrument is worked. It would be interesting if some of the apparatus could be brought to class to illustrate the description.**

## NEWSPAPERS

We have gotten so accustomed to having our morning and evening newspapers that we take them as a matter of

course. Indeed it would seem strange to us if they were not left at our door. Like many other of the most valued things in life they are so common as to be taken for granted. If, however, we should suddenly be deprived of our papers and be compelled to go for many days without seeing them we should realize how important a part they play in our lives. It is wonderful to think that for a few pennies we are able to buy a paper containing news from all over the world, and read of things which have happened within the past twenty-four hours in lands thousands of miles from our own.

**Collecting the News.** — While we are reading this book, reporters and correspondents representing the newspapers which we shall read this evening are scattered not only all through the city and state, but throughout the nation and even the whole world, searching for news. Every possible means of communication will be used to get this news to the newspaper office. It will come over the telephone, by telegraph, by wireless, by ocean cable, by letter. If there is an accident, a fire, a riot, a public meeting, or any matter of interest going on, there we shall be sure to find the reporters getting the news for us. In the council chambers of the city, in the state legislature, in the halls of Congress, reporters are finding out what is going on, taking down speeches in shorthand, discovering what legislation is being made, and telegraphing it to their papers.

**The Associated Press.** — All of this is very expensive. In fact it would be possible for but a few of the papers of our country to begin to undertake the expense of getting

all the news if they had to go after it alone. In order to make it possible that even smaller papers receive all the news the newspapers have formed organizations like the Associated Press. The service of such an organization will extend over the entire world. Instead of having a reporter for each paper one reporter gets the news which he sends to some central office from which place it is despatched to the various newspapers. This co-operation makes possible the wonderful network of news collectors which covers the world.

**Influencing Public Opinion.** — Many people do practically no other reading than that of the newspaper. Hence the newspaper becomes one of the great factors in education. What one reads determines to no small degree what one's opinions will be. So we see that a newspaper plays a very important part in forming one's opinions. Because of this the newspaper has become one of the most powerful agencies in the world. Often when we hear people expressing opinions on this or that matter of public welfare we can make a fair guess as to which of the newspapers of our city they have been reading. It will be readily seen that the newspaper is one of the chief means of forming public opinion in a community. If the editors are honest in their beliefs and have the best interests of the community and the nation at heart and print the truth their paper may be the means of developing the highest ideals of good citizenship and patriotism.

**Ownership and Control.** — Newspapers are owned and controlled by private individuals or corporations. In times

of war or of great national emergency, however, the national government may step in and determine what news may and what may not be printed. This is called censorship. It is possible that a paper might unintentionally print information which would be of assistance to the enemy, as for instance the time and place of the sailing of transports carrying troops and ammunition. This might result in very serious consequences. At such times all items of communication passing over the wires or through the mail may be censored. The American people have learned that where the welfare of the whole is concerned the privileges of the few if necessary should be set aside.

### OTHER MEANS OF COMMUNICATION

**Lectures and Debates.** — There are many other agencies which play a part in the communication of a community. In order that the people of the country might receive at first hand information concerning the League of Nations and the Treaty of Peace, President Wilson made a number of addresses in various parts of the country on this subject. Of course but a small part of the people could hear him, but the newspapers printed what he had to say in full, and the fact that the President had just been speaking led many people, who would not otherwise have done so, to read his speeches. This is the way in which many of our leaders of thought get their ideas before the people. The same result is also accomplished at times by holding debates between men and women of wide reputation.

**Circulars and Reports.** — Another method of getting news to the people is by the publication of circulars and

reports. This very often is the form which is used in advertising. At times, however, it is used to inform the public of certain matters. For example, new city ordinances concerning the method of waste disposal will be printed on circulars and distributed to every home in the city. The government also makes use of this method to get certain ideas before the people. For example, pamphlets will be printed giving instructions as to how to fight a certain pest which may be destroying crops. These are then widely distributed over the infested area and thus the information reaches the people for whom it was intended.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Examine copies of the daily newspapers of your city and make a list of the types of subjects which are treated in one day's issue. Note especially any news from a distance. What is the date of the despatch? How far has the news traveled in order to reach us?**

**2. Make a visit to the printing rooms of a newspaper. Report on what you saw.**

**3. Explain how the newspapers of a community may influence the results of an election.**

**4. What is the difference between the type of communication which we receive through the newspapers and that of good magazines and periodicals?**

**5. Explain how books and libraries are means of communication.**

**6. How do public lectures, speeches, and debates serve as means of communication?**

## CHAPTER XIII

## TRANSPORTATION

The story-tellers of olden times were never wanting of an interested and attentive audience when they told their stories of travel. But most of all did their hearers sit in breathless attention, when, letting their imagination go, they invented stories of wonderful seven league boots and magic carpets. For people have ever enjoyed hearing about that which was evidently impossible. To hear then of being whirled at tremendous speed over land and sea, of seeing strange lands and strange people, was of all stories most thrilling.

Yet when I open my morning paper I am not surprised to read that an aeroplane has just landed near New York, after having made a flight across the Atlantic Ocean from the coast of Ireland, making but one stop and that at Newfoundland. Nor am I astonished to hear that a giant dirigible has crossed and re-crossed this same ocean carrying passengers and some freight. Of course not, for have we not gotten accustomed to such things as air mail delivery between New York and Washington, Chicago and our other cities, cross-continental flights, and delivery of goods by aeroplane? If only those old spinners of tales could be with us to-day they would get enough new ideas in a day to keep them busy for a year.

We have talked of our nation as being "Many in one," but this would have been impossible in a country so large as ours had it not been for the tremendous strides which have been made in the development of facilities for communication and transportation. Even our smaller communities, the cities themselves, have so far outgrown their original limits that without our modern methods of getting from place to place it would be difficult for community life to run smoothly. Let us look at the transportation problem in our community.

## STREETS AND HIGHWAYS

In the days when our oldest American cities were young there was very little need for means of rapid transportation. The cities were small and to go from one part to another meant just a short walk. When heavy articles had to be carried from place to place a horse and wagon was sufficient. Between the cities as time went on the old stagecoaches made their weekly trips. The roads were poor, in stormy weather impassable. The streets of the city after a heavy rain amounted to not much more than mud-holes. If the individual householder felt so disposed, he might make a fairly decent sidewalk in front of his own home, but it was just as likely that his next door neighbor would be satisfied to let matters rest as they were. The need for street paving did not arise until the city began to grow somewhat in size, and, business on the streets increasing, street paving of some sort became imperative.

To-day we have found that the relation between the

condition of our streets and transportation is a very real one. The greater the traffic on an unpaved street or road the more the road will be cut up. Our modern heavy trucks, for example, are hard enough on a smooth strong surface, but an unpaved one they soon cut to pieces so that it quickly becomes impassable. Then, too, the poorer the road the more difficult becomes the task of driving even motor driven vehicles along it. Heavy trucks tend to become stuck in the mud, lighter vehicles carry smaller loads and are therefore more expensive, movement is much slower, thereby losing time. In fact, the business of our great modern cities or even of our smaller ones could not be transacted under such conditions.

**Paving and Repairing.** — One of the tasks, then, which confront every community is to provide for the paving and repair of its streets and highways. This is expensive, for good roads cost money, and poor roads are even more expensive. Our cities with their hundreds, and even thousands, of miles of streets have a big problem on their hands. In most of our cities to-day the older paving which was satisfactory fifty years ago has for the most part been replaced with modern paving.

We do not find all the streets of our city paved in the same way. In sections where the streets are constantly used by heavy trucks and teams we frequently find the paving done with heavy granite blocks. These resist wear and at the same time offer the necessary hold which such traffic demands. These streets are noisy, especially when wagons with their iron tires are being driven along

them. Boulevards and residence streets are not subject to the same wear and tear, and may therefore be paved with a smoother substance, such as asphalt. Recently in many of our cities the granite blocks have been replaced with wood blocks which have been treated with a coal-tar product. They make a strong and quiet pavement but present a difficulty in that the tar oozes from the blocks in hot weather.

Once paved the expense of the street does not stop. Because of the traffic there is need for constant repair, so that this, too, is a source of considerable expense to the community. Good streets, however, are so vital to the business life of the city that the expense is gladly met. This is sometimes done by bonding the city and sometimes by taxation. These methods will be discussed in a later chapter.

**Street Cleaning.** — In order that the streets may be kept fit and safe for use there is the necessity for cleaning them. A heavy snowfall, unless precautions are taken, will be likely to block the traffic in the city streets for days at a time. Since business must go on in spite of the snow, it is necessary that it be removed as quickly as possible. In the business sections of our cities, even during the snowstorm, we may see gangs of street cleaners at work getting rid of the snow. It is collected and either carted away in trucks and thrown into the river, or emptied into the manholes which lead directly into the sewers. The car tracks are kept clear of snow by the use of great sweepers, which are started with the first snowfall and kept working until all the snow has been cleared away.

**Street Lighting.** — Transportation at night is just as easy as during the day, owing to the splendid manner in which the streets are lighted. The use of the powerful electric arc lights at street corners and in the middle of the blocks makes our main streets almost as light as day.

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PART OF THE COLUMBIA RIVER HIGHWAY, OREGON

**State and National Highways.** — Just as it is important that the streets or highways of the city be paved and cleaned and lighted, so also is it necessary that the highways or roads connecting the various towns and cities of our state and nation be properly maintained. By reference to our histories we shall be able to find the story of the beginnings of our great state and national highways. People in the cities have come to realize that it is a matter of importance to them what kind of roads exist even in

the outlying sections of the state. Bad roads mean poor transportation. This means that it costs the farmer more to get his products to the railroad station from which they are shipped to the city. In the end the people pay for this by being required to pay the additional cost of transportation. Then, too, the wide-spread use of the automobile has brought to the attention of the city dweller the need for improvement of the state highways. Pressure has been brought to bear on members of the state legislature by automobile associations, and others, which has resulted in increased attention to the condition of the roads of the state and in the construction of others. The old toll road is fast disappearing and in its place has come a well-paved and splendidly kept state or national highway. Along these roads we find not only pleasure cars, but also business cars, and the great automobile trucks, which are gradually building up a large and profitable business in carrying freight from city to city.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. How are the streets of your neighborhood paved? For what type of transportation are they best fitted?**

**2. According to the ordinances of your city what are the duties of the householder in regard to the paving and care of the sidewalk in front of his home?**

**3. What are some of the city ordinances concerning obstructions on the sidewalk and in the street?**

**4. If in order to make certain alterations and repairs to my property it were necessary for me to have a pile of lumber, bricks, sand, or other building material in the street before my house, what would be the requirements with which I should have to comply?**

**5. May a householder be held responsible for injury to a pedestrian caused by a defect in the paving before his house?**

**6. Heavy trucks are usually not permitted on boulevards and parkways. Why?**

**7. How is a heavy fall of snow likely to interfere with street railway transportation? What measures are adopted to prevent this?**

**8. What is the Lincoln highway? the Dixie highway? Indicate on an outline map of the United States the cities which they connect.**

**9. Explain how the automobile has been the cause of a marked improvement in the roads of our country.**

## ELECTRIC RAILWAYS

**City Lines.** — In the early morning hours and again late in the afternoon, it is a familiar sight to see the crowded cars carrying the workers to and from their places of employment. If we have been in the heart of the business section of a large city at the time of closing the stores and offices, we know how difficult it is to get even a place to stand on the cars. And this in spite of the fact that the cars are running very close together. The thousands of people who work in these business sections are all trying to get home at about the same time, and the result is a great congestion of traffic. We little wonder at this when we see how full the cars are at times other than the rush hours. Let us see what efforts are being made to enable all these people to reach their homes promptly.

**Surface.** — First of all there are the surface lines. Large cars, capable of carrying a hundred or more passengers, follow each other in quick succession along the street. They are bound for all different sections of the city, but in order to get their passengers they have been so routed as to run along one or more of the main business streets. After they have gotten fairly well out of this zone they

will switch off to the several sections of the city to which they are bound. The stream of cars is never ending. We wonder where they all come from. We know that the same sight may be seen on many streets. We wonder where the people who are crowding the cars have been all day, but when we look at the great office buildings and department stores we understand. Many of these people live miles away from their places of business and have long rides on the car before they will reach home.

**Subway.** — Beneath us we hear the rumbling of the subway trains as they rush by. Six, eight, or more great cars, each as large as a railway coach, are being driven along at high speed. Each train is crowded to its capacity. The high speed, together with the few stops made, insures that those who are so fortunate as to be able to make use of these trains will arrive home long before passengers on the surface cars have traveled much shorter distances.

**Elevated.** — Overhead are the elevated tracks along which travel the elevated trains. The platforms of the stations are filled with passengers eagerly waiting for their train to come along so that they may get started homeward. These trains, too, make much better time than the surface cars, for, although they stop frequently at stations to discharge and take on passengers, the stations are far enough apart to permit good time to be made.

And so the city workers are carried to their homes. What a host, not to mention the walkers and those who will be carried to their residences in automobiles! Were it not for the splendid systems of rapid transit the great

business life of our cities could not be carried on. Thousands of these people find employment in the business houses along a single city block. Their homes may be miles away. Yet they are able to go back and forth each day in comparatively short time when the distance which many of them have to travel is considered.

**The Development of City Transportation.** — It has not been very many years since the one method of conveyance in our cities was the horse car. The small cars drawn by one or two horses carried the traveling public at what would seem to us to be a very slow rate of speed. Cities in those days were not to be compared to those of the present day. And then the people did not travel about the city so much. It was customary for a man to select a home as near as possible to his place of business so that he could walk to and from his work.

This business of carrying the public, although a public service, was done by individual citizens. It was found to be a profitable business. The tracks, however, upon which the cars ran were laid in the city streets and this meant the tearing up of the street for the purpose of laying them. It also meant that once the tracks had been laid and the cars began to be operated the people who owned the company had in their control a very valuable possession. No other company could run cars over the first company's track, the streets were not wide enough to permit the laying of additional tracks, and so this company had full control over all the passenger traffic carried on on that particular street. The individual or group of individuals

who had been given permission to use the street for this purpose had indeed received a valuable gift. The city, however, needed the service which these people were rendering to it, and so it willingly gave away the right to use its streets, usually in return for the company keeping the street between the tracks in repair.

Then came the invention of the trolley car with its overhead wire. It was soon seen that the day of the old horse car had ended. Even the cable car, which was in use in some places and was thought to be a great invention, was soon displaced. The trolley car came at a time when the city was expanding and needed just this sort of assistance, and so meeting an increasing demand, the use of these cars extended until they covered the entire city.

**Franchises.** — The streets, however, are valuable to the people of the city and are not to be given away lightly. On the other hand, the service which the electric car companies are able to offer is one which the city of to-day could not do without, and which, if it were not secured from private corporations, the city would have to supply for itself. In cities, therefore, where the municipality does not own and operate its own car lines, we find this service rendered by a corporation or company. The right to lay tracks and operate cars over the city streets is spoken of as a franchise.

Such a franchise, permitting the use of the city streets for the purpose of installing and operating electric car lines, is a very valuable thing indeed. The tremendous numbers of people who use the cars every day make such

operating a very profitable business. It often happens, however, that a company controlling the car system of a city will give as an excuse for poor service rendered, such as not running a sufficient number of cars or failing to install more modern cars, the fact that they are not making money. This is sometimes due to existing companies having come into being by absorbing former companies which in the earlier days had secured permits to use the city streets. The new company upon taking over the lines from the older ones often agrees to pay very large dividends. Since the stock in both old and new companies is frequently owned by the same people it is like taking money from your right-hand pocket and putting it into your left. That is, the owners of the new company receive the money paid as dividends to the stockholders of the old companies. As this often takes up almost all of the earnings of the new company, it appears on the surface that it is not making money or that it is being run at a loss. This is sometimes taken as an excuse for raising the fare. The citizens should acquaint themselves with the conditions existing in the company controlling the car systems of their cities so as to know whether or not there is reason for fare increases or continued poor service.

In some cities the franchise gives away to the company the use of the city streets for many years or even forever. This is a very unfortunate condition and one which should be remedied by a change in the state law if necessary. People have no right to enter into such contracts which will bind forever those who are to come after them.

**Municipal Ownership.** — In some cities municipal ownership and control of the street railways has been undertaken. If the business of operating the cars is kept out of politics and placed upon a purely business basis, it can be done with great success. Expert management of the lines unhampered by political influence may mean for a city the very best car service which can be secured. In this case the people are the stockholders in the corporation. The dividends or earnings may be returned to them in a number of ways. For example, the earnings may be turned into the city treasury and so made to assist in the running of the city, resulting in a cutting down of taxation. Or, the rate of fare on the cars may be reduced so that the people travel at a lower fare. Or, the earnings may be used to improve and extend the service. There are arguments for and against municipal ownership.

Where the street railways of a city are not under municipal ownership, we usually find a Director of City Transit who is a member of the Mayor's Cabinet, and who looks after the interests of the people.

**Interurban Lines.** — The electric railway has proved to be so efficient that we find that it has extended its usefulness far beyond the city limits. All over the country high speed electric lines connect city with city, and town with town. Heavy cars, rivaling those of the steam railroads in comfort and ease of riding, carry passengers from place to place. Running at frequent intervals and on a definite time schedule, they play a very important part in transportation. These lines have done much to develop

the suburban and outlying sections. The farmer now feels that he is much nearer the city and often comes to town to make his purchases. People engaged in business in the city are able to live in the country by making use of these high speed lines. Some of our steam railroads have found that it is more profitable to use electricity to run the local passenger trains which make frequent stops. They have electrified their lines around the large cities, at the same time reducing considerably the smoke nuisance.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Describe how you would go by means of the electric cars from your section of the city to the principal business and manufacturing sections.**

**2. What are the needs of your community for transportation to other parts of the city which have not as yet been satisfied? How could this be done?**

**3. If there is an elevated or a subway system in your city, indicate what parts of the city are served.**

**4. What are the present plans of your community for improved transportation facilities? How will they be obtained?**

**5. By whom are the various systems of street railway transportation in your city owned and controlled? What are the rates of fare? Is the service satisfactory? Compare the service rendered to your city with that received by other cities of about the same size.**

**6. Have a debate on the subject of municipal ownership of street railways.**

### STEAM RAILWAYS

**Extent.** — If we turn to a railway map of our state and then to one of the nation, we find that the entire country is covered with a network of tracks. Around the large cities, where the lines converge, they are so thick as to be indistinguishable on the map. Almost every town seems

*By Courtesy of the New York Central Lines*

ONE OF THE LIMITED TRAINS, SHOWING THE SIX TRACKS, BLOCK SIGNAL SYSTEM, AND ROCK BALLAST ROADBED

to be on some railroad. There are more than a quarter of a million miles of railroad in the United States to-day. So necessary to our very life has it become that if the railroads were to suddenly discontinue service there would be great likelihood of famine in our cities. If they were to be permanently stopped, city life as it is to-day would for the most part disappear, for people would be driven to the country and to farming so that they would be able to get food. The railroads are the arteries of the life of the country. Over them come the food products of the nation. Much of the business life of the country is dependent upon their service.

**Ownership.** — These great railroad systems are owned by individual members of the community. The short lines which were built at the beginning of railroad construction were soon found to be a very fine investment. The railroad has always with few exceptions been a splendid paying proposition. To help develop certain sections of the country, Congress made grants of land to people who would build a railroad into these sections. It was not realized at the time how valuable this land was soon to become. Once the railroads were in operation, the value of these lands began to increase. Then, too, the more the new country developed the greater was the amount of business which came to the railroad. Certain men of wealth and keen business foresight realized the tremendous money-making possibilities of the railroads and set about undertaking to gain control of them. Little by little they secured control of the vast railroad interests of the country and made the

beginnings of what we know to-day as the financial backbone of the country. It is sometimes called "big business."

**Management.** — Railroads have become so necessary a part of the community life of the entire nation, that it is impossible to permit them to transact their business in any manner that they see fit. In the hands of a few financiers, and uncontrolled, the railroad could charge exorbitant rates and the public would have to pay. They could descriminate against certain sections of the country, giving preference to the section in which they were interested, because of other businesses which they were operating or land which they wished to develop. With their enormous wealth they would have the people of the country entirely under their control. It was such attempts that led to federal control of the railroad rates in interstate traffic. When two or more railroads under different management were serving the same cities, they would frequently "pool" their interests. That is, they would agree to divide among the companies all the earnings made by serving these cities. When this was done, the railroads did not care whether they served the public well or not, for their earnings would be the same in the end.

**Control.** — In order to control the business of the common carriers, as railroads are called, Congress established the Interstate Commerce Commission. Regulating as it does such a tremendous amount of business, it has become one of the most important branches of the government. It controls concerns engaged in interstate trans-

portation, steamship as well as railroad. Every change in rates and practically every other act of importance of railroad, steamship, telegraph, telephone, and other similar organizations must be approved by the commission. It interprets the interstate commerce laws for shippers and carriers; it hears complaints against common carriers, and settles differences between them and their patrons; it supervises the accounts of common carriers; requires railroads to make report of accidents; and in general exercises such supervision and control as will make for the public welfare.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Name the railroad lines by which your city is served. By whom are these railroads owned and controlled?**

**2. Trace out on a railroad map of the United States the principal routes of trade.**

**3. Why is it so important that a regular schedule of trains, both freight and passenger, be maintained between the different parts of the country?**

**4. What would happen if the railroads were to double their freight charges on the various articles of food?**

**5. How are passenger and freight rates regulated and controlled in the United States?**

**6. Where does Congress get its power to control commerce and transportation?**

**7. What is the Interstate Commerce Commission? What does it do?**

**8. Make a list of the arguments for and against government ownership of railroads.**

### NATIONAL INTERESTS

**National Interest.** — The successful completion of the Panama Canal is but one of the evidences that the national

government is vitally interested in the problem of transportation by water. In Congress we find a River and Harbor Committee looking after this end of the business of transportation. At every session of Congress large sums of money are voted for the purpose of widening and deepening the rivers of the country. Lighthouses and other devices are maintained to render the coast and harbors and rivers as safe as possible for navigation.

**Government Ownership.** — The question of government ownership of the common carriers has been raised again and again. It has been argued that the railroad, telephone, and telegraph have become so vitally necessary to the welfare of the nation that they should not only be under the control of but actually owned and operated by the federal government. As a war measure the government took over the complete control of all these forms of transportation. This was necessary because of the movement of large numbers of troops and great amounts of supplies. Troop trains were given first place on the railroads. This could of course have been done only by having all the roads under the immediate operating control of the government. Whether or not the country shall have government ownership of its common carriers is a matter which the people of the country must decide for themselves. We should consider this matter carefully, for it will soon be before us for solution.

**The Future.** — The tremendous strides made in the building of air craft during the war have opened up a new field for thought along the line of transportation. That

which was at one time thought to be the wildest of dreams, that man should fly through the air, has become a fact. The Atlantic Ocean has been crossed both by aeroplane and dirigible. Transcontinental flights have been made. Passengers and freight have been carried. What the future is no one can say. It is likely, however, that air transportation has come to stay and that some of the surprises which are ahead of us during the next few years are to be along the lines of man's accomplishment in this field.

## CHAPTER XIV

## WEALTH

What busy places our communities are! As we look out over the city it seems to be a veritable beehive of industry. The smoke and steam from the stacks and pipes of mill and factory tell us that the wheels are swiftly turning, playing their part in the manufacture of the things which the community needs. Thousands of men and women are busily at work over loom and lathe skilfully directing the production. The great business houses, office buildings, and stores are filled with workers and buyers who are also helping to keep the wheels of industry turning. Throngs of people crowd the busy streets. Automobiles, wagons, trucks, trolley cars, in endless procession tell of the trade of the city. Far across the country stretch the steel ribbons on which the freight and passenger trains ply their way, while on lake and river and ocean steamers come and go.

Out in the country the farmer plows and plants and reaps. From sunrise to sunset we see him at his tasks. Deep in the earth the miner plies his pick. On the prairie the ranger herds his cattle. It is a nation at work.

But why are all these millions of people working? In order that they may live. Each one has his own little task and for performing it receives his wage. It is the

money which each one earns which is going to determine in part what of the good things of life he is going to enjoy. We desire food, clothing, shelter, and many other things. By ourselves we could secure very little even of the bare necessities of life. By working together, however, each in return for the special service which each renders receives the results of the labor of the many. Here is a man working at the shoe trade. His one duty is to operate a machine which attaches the heels. This is the only thing which he does from morning till night. In return for his service he receives a wage in the form of money. With this money he pays for the rental of his home, purchases clothing and food for himself and his family, and meets the many needs which are constantly arising. It is as if the rest of the world were repaying him for the work which he has performed. He has been working not merely to help make shoes, but to secure the many things which he desires and needs.

**The Meaning of Wealth.** — The word wealth is used to mean all things for which man is willing to work. We have been accustomed most likely to think of wealth as money. Money is but a part of the world's wealth. If there were no stores where we could buy things, and no one around who possessed the food and other things which we need, money would be of no use to us no matter how much of it we might happen to have. Money is only of value in that it is a convenient medium or means of exchange. Men would not work for money were it not for the fact that with the money they can buy the things

which they desire. So you see that wealth refers to many, many things. The clothes which we are wearing, the desk at which we are sitting, the house where we live, the automobile on the street, the coal in our cellar, the food in the pantry and refrigerator, all represent wealth. They are things for which men are willing to work. You will be able to extend this list indefinitely.

## SOURCES OF WEALTH

**Natural Resources.** — Our country ranks among the richest nations of the world. This is due in part to its wonderful natural resources. We have learned from our study of Geography of the vast extent of territory which is included within the United States. We have studied about the wonderful fertility of its soil; of the rich storehouses of mineral wealth which lie beneath its surface; of the thousands of herds of cattle which graze on its hillsides and on the plains; of the wonderful forests of giant trees; of the apparently never ending supply of the things which are required to produce the wealth of a great nation.

**Labor.** — Into this wonderful land came a race of hardy pioneers. They felled the forests, opened up the mines, cultivated the soil. They took from the earth that which it had to give, and with the toil of their hands and the sweat of their brows they converted the raw products of the land into the finished products for their own use.

**Capital.** — And finally as the result of their labor that which they had produced aided them in the production of increasing wealth. The accumulations of to-day, both of

material supplies and of the inventions of man's mind, make easier and more productive the labor of to-morrow. So you see that it is the labor of man, expended on the bountiful resources of nature, that makes possible the acquiring of that of which to-morrow's wealth is made. This is what is known as capital. Capital is represented by the great mills and factories all over our land; by the steamships, railroads, automobiles, aeroplanes; by all the manufacturing machinery and tools; by everything with which it is possible for us to get still further wealth out of nature.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What are the chief natural sources of your section of the country? What part do these play in the industrial and commercial life of your community?**

**2. To what extent is your community dependent upon the railroads and other carriers for her supply of raw materials? What part do these carriers play in the disposal of the finished product?**

**3. Compare the value of the materials from which a dress or suit of clothes has been made with the value of the finished article. What has added the increased value to the article?**

**4. What is the meaning of the word manufacture? Compare manufacturing processes of a century ago with those of to-day.**

**5. What is meant by the "industrial revolution"? What caused it? What were some of its results?**

**6. What is meant by "division of labor"? Explain how this is done in a manufacturing plant which you have visited.**

## MIGRATION

**Why People Move.** — It would be interesting to make a study of the homes of members of the class as they are to-day and as they were two, three, or even five years

ago. We would probably find that many of us are not living to-day in the same houses or even in the same neighborhood we were a few years ago. Why is it that we have changed our place of residence? It is quite likely that some moved to the present neighborhood because of changed conditions in the former one. A mill or factory may have been built which made the place less desirable as a place of residence. Or, the father of the family may have changed his place of employment and, either to be near it or to be on a car line which runs directly to the plant, the family has moved to its present home. Again, there may be a few who have come to the city from some other city or part of the country. This may have been because the father has secured employment in the new city. Such moving from place to place is called migrating.

**The Man on the Job.** — Migration plays an important part in the production of wealth. We have seen that we must not only have the raw materials upon which to work, and the tools, but that a most important part is the labor of man. It is necessary that labor be near at hand if production of wealth is to continue. Mills and factories are located with a view to their nearness to the source of the raw materials which are to be used in manufacture. This includes the fuel which is necessary for the operation of the plant. The nearness may not be that of distance, but that of convenience of transportation. Men are in need of work, and so they go to the places where work is to be found. It is necessary that they mi-

grate or move into such districts. It is the opportunity for employment which is one of the factors in determining the growth of cities.

**Transportation.** — All the various forms of transportation which have been mentioned in an earlier chapter, aid in migration. With the coming of the railroads, came the building up of the West. The railroads made it possible for the thousands of men who were necessary for the development of that section of the country to get there. The migration of one day meant increased industry the next, and this increased industry in its turn demanded that more men be available. Thus migration played an important part in the development of many sections of the country.

**Communication.** — Improved methods of communication also aided in the development of the country through migration. People are unwilling to remove themselves from contact with their fellows. It is not easy to break away from the ties of home and friends, and move into a new and strange section. And especially is this true when such moving means that we shall very seldom if ever hear from these people again. The ease, however, with which one may communicate with others, even in the most remote sections of the country, has made separation easier. One does not seem so far away when a letter, or telegram, or even the telephone makes it possible for frequent communication.

**The Emigrant.** — In the early days of the development of the West, the people who left their homes in the East

and traveled out into the what was then a wilderness were called emigrants. It is true that they were migrating, and it is also true that they were going into a country which was seemingly at the other end of the earth, so far as connection with their friends in the East was concerned. To-day such a trip, even though it be to the extreme southwestern or northwestern part of the country, is looked upon almost as a short vacation. Distance has almost been eliminated by the steam railway and the telegraph and telephone, not to speak of the aeroplane.

**Early Immigration.** — It may be that some of us have come to the United States from a foreign land. If we have not ourselves, then our parents or our grandparents, or some of our ancestors, some time or other were immigrants. The new world offered such wonderful promise of riches and liberty that it attracted as we know the multitudes of people whose descendants to-day represent the backbone of the American nation. In the early colonial days they represented the English nation. Speaking the same language and having the same manners and customs as those of the land to which they came, we can scarcely speak of them as immigrants, as the word is used to-day. About the middle of the last century, immigrants began to flock to America from the western and northern countries of Europe, from Ireland, Germany, Norway, Sweden, Denmark, and other countries. Coming to the new world with the intention of making it their permanent home, these people rather quickly, for the most part, fitted in to the life of the new community.

**Recent Immigration.** — Of later years the tide of immigration has come principally from southern and eastern Europe. Many of these people possess very worthy traits of character, and when they come with the intention of making America their permanent home, they soon become useful, law-abiding citizens. An immigrant of this type tries as quickly as possible to learn the language of his new land. He adopts the manners and customs of the people as best he can. He takes advantage of the opportunities which are afforded him to get an education. His children are sent to the schools. And soon he becomes through the process of naturalization an American citizen.

**Undesirable Immigrants.** — Unfortunately many of the later immigrants have come to America with the idea of making a lot of money, and then returning to their own country. These people do not make desirable citizens. They come to the country merely for what they can get out of it. They are not and do not intend to become citizens. Not being in sympathy with our democratic form of government, they often become a source of trouble, stirring up their fellows to acts against the community and the government. Such undesirable citizens should not be allowed to remain in the country, but should be required to return at once to their native lands. America has ever stood as a refuge for the oppressed of every nation, and when a man comes to our shores in search of refuge he shall find it. But trouble makers are not wanted and should not be tolerated.

**Farm Life and the Immigrant.** — Another great difficulty is that so many of the immigrants remain in the large coast cities where they are brought by the steamships. These people fill the poorest sections of our cities, often locating on or near the river front. The living conditions are usually wretched, and frequently are such as to make for the development of crime. How much better it would be if these newcomers to our land could be induced to go to the great farm lands. Here labor is in demand, living conditions are more healthful, and the opportunities of becoming decent, self-respecting citizens far greater. It was under such conditions that the sturdy forefathers of our nation were reared, and it would mean much to the future of our nation if these new Americans could live and work on the farms.

**Future Citizens.** — The most hopeful part of the immigration problem is to be seen in the boys and girls in the families of the immigrants. Educated in our schools, learning our language, playing and working side by side with American boys and girls, they quickly become Americans. The fathers and mothers may still lean in their affections to the land of their birth, but their sons and daughters are true American patriots. These boys and girls will be the substantial citizens of the country in the future, and those of us who know them best have no fear as to what that future will mean for America.

**Naturalization.** — The process by which a foreigner may become an American citizen is called naturaliza-

tion. The law provides that if a foreigner is over eighteen years of age, he may appear before a state or federal court and declare his intention of renouncing his allegiance to the government of the land of his birth, and of becoming a citizen of the United States. Two years after declaring his intentions he may return to the same court, provided he has resided in the United States by this time for a period of not less than five years, and, renouncing his allegiance to the foreign power and taking the oath of allegiance to the United States, he then becomes a citizen. If such a foreigner is married and has children, his wife and children become citizens by virtue of his citizenship. The newly made citizen is now eligible to hold any office in the United States except that of President or Vice-President.

**Preparing for Citizenship.** — Intelligent citizenship being necessary, every effort is taken to see that the foreigner is prepared for his new citizenship. There are two government bureaus which work hand in hand to aid the immigrant in settling and in his efforts to become a citizen. The Bureau of Immigration keeps a constant watch over the foreigners entering the country, and endeavors to see that they are directed to such places as will be for the best interests of the immigrant and the country. The Bureau of Naturalization keeps in touch with the immigrant and directs him toward citizenship. The public school systems of our cities work with the Bureau of Naturalization through their night schools in preparing the immigrant for citizenship.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. See if you can find in the daily papers or in magazines the advertisements of chambers of commerce of other cities. What facts are they publishing about their city? Why are they going to all this expense?

2. What effect does it have on the wealth of a city when a new manufacturing plant is established? How is such an establishment likely to affect the population?

3. Name three of the largest manufacturing concerns in your city. About how many people do they employ? What would happen if these concerns were to remove to a distant city? What effect would it have on the population?

4. Why are people who are out of employment likely to move?

5. Explain how improved systems of transportation have increased migration. Is this of advantage to the country? Why?

6. Find out all you can about the way in which the national government has encouraged migration to the unsettled lands of the west.

7. Under what conditions does the government make free grants of land to settlers?

8. What nationalities are represented by the members of your class? In how many cases have the parents come to America as immigrants? the grandparents? From what countries?

9. Find in the Constitution of the United States the definition of the word citizen. What is the meaning of the word naturalized?

10. What restrictions does the national government throw around immigration? What classes of people are excluded from the United States? Why?

11. Find out all you can about the handling of the immigrant at the ports of entry to the United States.

12. Describe the process by which a foreigner becomes a citizen of our country.

13. What is your community doing to help the immigrant become a good citizen?

14. Why should the immigrant learn to speak the English language?

## VOLUNTARY ORGANIZATIONS CONCERNED IN INDUSTRY

This is the day of big business. In the place of the small shop has come the great factory. Where formerly a few were employed to-day thousands earn their living. This has come about as a result of the improved processes of manufacture, the invention of labor-saving machinery, and the division of labor. At one time each worker was responsible for the manufacture of the entire article which was being produced. The shoemaker cut the leather from the hide, sewed, hammered, and glued, and after several hours of labor turned out a finished pair of shoes. To-day in a large shoe factory we would find thousands of people at work, each one performing some very small, but highly specialized, bit of work. The result is the same finished pair of shoes but multiplied many times. It has been found that if one person does one part of the work, another another part, and so on, the work will be done much more rapidly than if each one did all the work. This is what is known as division of labor.

Where wealth is being made at such rapid pace, many things become necessary. The city where the production is going on must be kept closely in touch with the markets where the raw materials needed in the production are for sale. If possible these markets should be near, and the nearer to the city the better. The manufacturer who is going to purchase the raw materials to be used in manufacturing the finished product must know what the market value of these materials is in other parts of the country. If necessary, he should be in a position to pur-

chase by telegraphic order what he needs and have it shipped to his factory. He must have an adequate supply of labor for the running of his plant. Then when the finished article is produced he must find a market where it can be sold. Some of it will of course be used in his own city, but most of it will have to be marketed in other parts of the country, or even sent to foreign countries. He must know what the demand is for the article which he is manufacturing, and the market value of the goods. He must be able to advertise his product and bring it to the attention of the public in order that a demand may be created for it. All this would require a larger traveling, advertising, and selling force than the average manufacturer could alone afford.

The prosperity of the community is, however, tied up in the prosperity of the manufacturer. If the demand for his products should fall off, he would be under the necessity of reducing his factory force. These people, being thrown out of work, would be required to find work elsewhere. This might mean that they would have to leave the community and move to some other. When this happens the tradespeople of the community suffer because of the falling off of their trade. Such a condition might even result in the closing of the manufacturing plant and great distress being caused to the entire community. To protect against all these things, we find that all sorts of associations of employers and employees have sprung up.

**Boards of Trade.** — Playing a very important part in the development and prosperity of the community, we

DUQUESNE STEEL WORKS, PENNSYLVANIA

find the Boards of Trade, and Chambers of Commerce. You may have seen at some time advertisements in the papers calling attention to the splendid opportunities which a certain city offers for the establishment of certain lines of business. Or it may have been an attempt to attract the working people to a certain city, by telling of the opportunities for employment and also the attractiveness of the locality as a place for homes. These advertisements are usually placed by Boards of Trade, or Chambers of Commerce, representing the city in question. We shall find among the members of such organizations the most progressive business men of the community. They are men who are not only interested in the welfare of their own business, but in the advancement of the city. They realize that the interest of each member of the community is tied up in the interests of all, and that anything which betters conditions for others will in turn help them.

**Business Associations.** — Then, too, we find associations among the people who are interested in some one line of industry. For example, there will be a Retail Dry Goods Dealers Association, or Association of Advertisers, and so on. These represent much smaller groups than the Chamber of Commerce, or Board of Trade. Their interests are the same as those of the larger organizations, but more particularly concern definite trades or businesses. They will often be represented on the larger body. By working together these men do much to promote the interests of the particular trade in the com-

munity. They are of course still competitors for business, but instead of being enemies and working one against the other, they are good friends. As a result of their combined efforts, they are able to build up the trade of all. For example, they will start a campaign of advertising to educate the public as to the value of a certain article. This may be done in such a way as to attract wide-spread attention, and send the people to the stores to purchase the article so advertised. In this way business is increased for all, by a kind of advertising which would probably have been so expensive as to have been impossible for any one dealer.

**Professional Associations.** — There are also the associations of the professional people of the city, such as the physicians and teachers. Here the object is not to build up trade, but to improve conditions in the community along the lines in which these people are interested. By their combined efforts they are often able to accomplish much that is of lasting benefit to the community.

**Labor Unions.** — We have seen that there are three things necessary in the production of wealth: land, or the natural resources of the country; labor, or the people whose work upon the raw materials results in the finished product; and capital, or wealth, which is used for the further production of wealth. All those who are engaged in the production of wealth, whether as employers or employees, owners or workers at the bench, come under this heading of labor. Usually, however, when we use

the word labor, we think of the people who are engaged in the capacity of employees. The individual employee, in mill, or factory, by himself could exert very little influence over his employers in regard to such matters as wages, hours of labor, and so forth. When, however, he has with him the forces of all the other employees he can do much to influence conditions. Such organization of the workers is called a labor union.

At first labor unions exerted very little power, as they consisted of separate organizations of the workers in a certain industry in the immediate community. Within recent years, however, they have been more closely organized, until to-day we find in the United States a very powerful organization representing all the various trades and known as the American Federation of Labor.

The main objects of a labor union are to secure better wages, shorter hours of labor, and improved working conditions. Much has been accomplished along these lines in recent years. The length of the working day has been shortened until it is now eight hours instead of the former day of ten and even twelve hours. Wages have been increased all over the country. The sanitary conditions of places of employment have been greatly improved. Part of this betterment of working conditions has been secured by influencing legislation, part by the direct pressure which the union has brought to bear on the employer.

When the decision is reached that a certain rate of pay is to be secured, the union takes the matter up with the employers by means of a committee. Often this "collective bargaining," as it is called, is accomplished with-

out difficulty. When terms which are satisfactory to both sides have been agreed upon the agreement is usually made binding for a certain period. If the result cannot be secured in this way then the union may resort to a strike. This merely means the refusal of members of the union to work for certain employers until their demands have been granted or a compromise has been reached. Another method of securing what they want is by means of a boycott. This is the inducing of all who sympathize with the workers in their demands to refrain from using the products of the plant or the services of the company until the demands have been granted. Both employer and employee have found that much time and money may be saved by compromising.

At times strikes have resulted in the destruction of life and property. The leaders of the union are as a rule much opposed to the use of violence. They have learned that nothing is to be gained and that often their cause is injured when such things happen. Very often the disorder which occurs in a strike is due to the sympathizers who do not realize that what they are doing is injuring instead of helping the cause.

The best interest of the community may be gained when anything which is injurious to the welfare of the social group is not permitted to exist. Often because the unions and the employers have been unable to come to an understanding the entire community has been made to suffer. This is a condition which should not be permitted in a democratic nation. The remedy for this evil is to be found in compulsory arbitration. There are

two ways of carrying out the findings of an arbitration board. They may be enforced by the government, or they may be published so that public opinion will support the side which is in the right.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Secure some samples of the literature issued by your local Board of Trade and Chamber of Commerce. Note the various lines of business and so forth in which these organizations are interested. What advantage is it to the city to have such organizations? What advantage is it to the business man to belong to such organizations?**

**2. Find out all you can about your local business men's association. What kind of work are they doing? Of what especial value is such an association to the community?**

**3. Make a list of the labor unions to which the parents of members of your class belong. What have these unions accomplished in the past ten years?**

**4. Make a list of the arguments in favor of arbitration of labor disputes.**

**5. Make a list of the arguments for and against compulsory arbitration.**

## CHAPTER XV

### WEALTH (Continued)

#### SPENDING AND SAVING

The war has taught the American people a great lesson in thrift. There is not a village in the country to-day where people may not be found who are the proud possessors of Liberty Bonds. Many of our boys and girls not only proved that they were excellent bond salesmen by putting the Liberty Loans over the top, but also that they were good financiers because they were able to buy out of their savings Liberty Bonds for themselves. Then, too, the Thrift stamp and the War Saving stamp, baby bonds as they are sometimes called, gave even the youngest the opportunity to save his pennies to help win the war, and at the same time lay what may be the foundation of a fortune in later years. We all remember the great campaign which was waged to teach us to save food so that our Armies and their Allies might have enough to eat. All over our country we saved so that the war might be brought to a successful conclusion.

And we have seen the results of our efforts. Thanks to the money which was loaned to the government in return for Liberty Bonds and Thrift stamps, and to the food which was saved, the great war was brought to a successful conclusion. With the money the government

was able to unlock the storehouses of untold wealth with which our soldiers were trained, equipped, and carried across the seas. Never has the reward for thriftiness been so quickly achieved as during the past few years.

We have seen that one of the necessary things in the production of wealth is the capital resulting from former labor, which may be used in the production of new wealth. The greater accumulation of wealth that we have the more wealth we shall be able to produce. There are many ways in which we may engage in the production of wealth. The manufacturer takes the savings which he has accumulated through the years and invests them in building and machinery and fuel and wages. His money is for the time lost as it were. Really it has been converted into those things which we have just mentioned. But as the wheels of his plant turn and the results of the labor of his employees begin to show, his money comes back to him as the result of the sale of the articles which he has manufactured. If he desires to further extend his capacity for the production he may reinvest his money in more machines and in enlarging his plant. The limit to which he may go is determined only by his sound business judgment, his own willingness to continue investing, and by the demand of the public for the things which he is producing.

Another man, either because he has not accumulated money or because he is unwilling to venture his saving in an investment, may be engaged in the production of wealth by operating a machine in a factory or doing any other useful occupation. In return for this he receives his pay and with the money purchases such things as he desires, or saves it.

**Banking.** — Saving money is not necessarily producing wealth. In fact it may be just the reverse. The man who takes his money and hides it away while he is saving is really interfering with the production of wealth. Money itself is the means of exchange of wealth. If it is hidden away, it is not working as such a medium of exchange. If, on the other hand, the money is placed in a bank, it is being put to useful work. This is proved by the fact that the banks are willing to pay us interest for the use of our money. They could not do this if they were to take the money and place it in a great vault or safe, for there it would do no work. What the bank really does with the money we deposit is to make it work. For example, we deposit a certain number of dollars in a bank. The bank gives us credit for the deposit in our bank book, and will pay the money back to us with interest when we care to withdraw it. A business man who is going to extend his business so that he may make more wealth comes to the bank and borrows money from them. Let us suppose that our money is among that which the bank lends to him. With this money he enlarges his plant and increases the amount of production. For the use of the money he is willing to pay the bank a certain interest. So you see that the money which we have deposited is not lying idle, but is at work helping to produce more wealth. The difference in the amount of interest which the business man pays the bank and that which the bank pays us, pays for the running of the bank and a percentage of interest on the money invested by the stockholders who own the bank.

**Savings Banks.** — Savings banks are to be found even in small towns. It is a splendid thing for boys and girls to develop the banking habit at an early age. Many a bank account started with the few pennies earned by doing errands has been the beginning of a successful and prosperous life. The boy or girl who saves money wisely is not only paving the way for a successful after life but is also rendering a real service to the community. With an account in a savings fund you can feel indeed that you are helping to run at least some small part of the business interests of your community.

**National Banks.** — In almost every community of fair size, we find banks which use the word national as a part of their name. This does not mean that these banks are operated by the national government, but that the bank has been organized under the direction of the government. Such banks are inspected by agents of the national government. In addition to this they hold bonds upon which they have the privilege of issuing national bank notes up to a certain amount. That is, the bank invests a certain amount of money in national bonds and in return is allowed to issue bank notes, which the government prints for it. Such bank notes are quite common in circulation.

**Trust Companies.** — There are many private banks operating under the name of trust companies. These banks make a special business of investing the money or looking after the property of the people.

**The Clearing House.** — Much of the financial business of the community is transacted by means of checks. People who have accounts in national banks and trust companies usually make use of checks in paying their bills and in other financial transactions. One person who owes money to another will pay the debt by giving a check on the bank in which his money is deposited. Instead of going to that bank and cashing the check, the one who receives it usually deposits it to his own credit in his bank. As this is being done by many thousands of persons during the day, you will see that by the end of the day each bank will have checks calling for money on many other banks. In their turn these banks may have checks calling for money on other banks. In order to make easy the collection of all this money we find an organization known as the clearing house. Here every day the checks and drafts from every bank in the city are sent. They are sorted out and turned over to the banks to which they belong. The balance against the several banks is then easily straightened out.

**Building Associations.** — A very important part of the saving life of a community is played by the building and loan associations. These are organized chiefly for the purpose of enabling people of small or moderate means to own their own homes. As a matter of fact they have started many a person on the way to considerable wealth. These associations are different from a bank in that every depositor is a stockholder. The stock is sold usually at two hundred dollars a share. This is paid

for at the rate of one dollar a month for each share of stock. As the money which is paid in is put immediately to use, being borrowed by people for the purpose of purchasing property, it earns money from the time it is deposited. This interest accumulates so rapidly that by the time about one hundred thirty payments are made, it is worth the full two hundred dollars. The stock is then said to mature and the full value is returned to the stockholder. This means that the rate of interest earned has been about eight per cent. This high rate is due to the fact that such associations are conducted with very little expense. There are no highly paid officers nor expensive buildings to be maintained.

If a stockholder desires to purchase a property, the association will lend him the money for this purpose. For each share of stock which he is purchasing he may borrow up to two hundred dollars. That is, if he wishes to borrow one thousand dollars he must subscribe for five shares of stock. The money is loaned on a mortgage of the property he is purchasing up to an amount of its value which is determined by the directors of the association. The stockholder pays each month one dollar on each hundred dollars which he has borrowed, which pays the interest on the borrowed money and also pays the installment due on the shares he is purchasing. If he were to borrow $1000, it would therefore cost him $10 a month. In about eleven years the maturing stock has become equal in value to the money borrowed and cancels the loan. This has enabled many families with but small incomes to own *their* own homes.

**Insurance.** — When the one who has been the support of a family dies, the community faces a serious problem. Not only has one of the producers of wealth been lost, but there is a likelihood that the dependents may become a burden on the community. Of course there may be another member of the family who can go out to work, but if this is the mother, it means that the children are more or less neglected; while if it is one of the children, it means that valuable educational opportunities are going to be lost. Either is a serious economic loss to the community. To provide against this in civilized communities we find some form of life insurance. The average age to which the members of a community will live is well known. Based upon tables which have been carefully worked out, it has been found that if a large number of people are willing to pay into a fund a certain sum of money over a number of years it will be possible to pay to the family of those who die certain sums of money. The amount of this money is dependent upon the size of the sum paid in regularly during the lifetime of the subscriber. Sometimes this money is paid in a lump sum, or it may be so arranged that it will be paid to the dependent, who is called a beneficiary, in smaller sums at stated intervals. There are many forms of life insurance, such as the straight life, the endowment, and so on.

In our study of the topic "Protection of Life and Property," we saw how great the loss through accident and fire was in our country each year. When a person has been seriously injured or when property has been destroyed by fire, there is a loss to society which is greater even

than the immediate damage which has been done. The injured person may become a care on the community and cease to be engaged in useful labor. The property which has been destroyed may not be rebuilt, because the owner has lost so much money in the fire. This means a serious loss to the community as a whole. In order to reduce both to the individual and to the community the evils resulting from these accidents, we have established both accident and fire insurance. When the risks have been figured out, it is possible to tell just about how much money must be paid in by a certain number of people in order to make possible the payment of a stated sum in case of accident or fire. As the law requires that when workmen are injured while at their work the employers shall be held responsible financially for their injuries, many employers are insuring themselves in accident insurance companies against such loss. By means of insurance, you see, any loss may be distributed over the entire community, instead of being borne by one individual.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. If your class or school has a saving fund, explain how it is managed.

2. What are some of the ways in which boys and girls can earn money and at the same time be performing useful service to the community?

3. What do you understand by the interest which is paid on money placed in savings funds? What is the current rate of interest on money at the banks?

4. Explain how by making use of banks we may make our money work for us and earn us more money.

5. Why is a United States government bond considered the safest *investment*?

**6. What are some of the advantages of a building and loan association as a place to save money?**

**7. What are some of the sources of the paper money which we use? Explain how it is that a piece of paper money can actually be of value.**

**8. Why are checks used? Of what advantage are they over the handling of cash? What precautions should be taken in using them?**

**9. What is the difference between borrowing money on security for the purpose of business, and borrowing as in the case of borrowing from a friend? Banks make a business of lending money. Under what conditions do they do this?**

**10. What is meant by the terms "straight life" and "endowment" in life insurance?**

**11. Why should a man with dependents carry life insurance?**

**12. Some countries have old age insurance and make it compulsory on all citizens. Why?**

**13. Make a list of the various forms of insurance which you have in your community.**

**14. Explain how a business man may protect himself by taking out fire insurance.**

**15. Time is even more valuable than money. Explain some of the measures which are taken by the community to save time.**

**16. What is meant by budget making in the home? Prepare a simple plan showing how you would apportion your salary if you were receiving one so as to be able to spend the money most profitably and also allow for some saving.**

**17. Show how careless spending results in waste.**

**18. Tell what you know about the food conservation movement.**

## CONSERVATION OF NATURAL RESOURCES

We have seen how important the great natural resources of our country have been in the production of its wealth and prosperity. Nature seemed to have been particularly bountiful with America, when she scattered her gifts. The vast forests, the fertile valleys, the broad rivers, the wealth of minerals, all made America a land where

wealth could be developed quickly and in great abundance. Much of the natural resources, too, was so easy of access, that it seemed as if one need but stretch out his hand to receive it. So often, however, when things are available in such abundance, we fail to appreciate their true value, or the fact that there is a limit to the supply and that some day the supply may be exhausted. There was so much to be had in the early days, and the desire to get it was so great, that the policy seemed to be to take the best as quickly as possible, regardless of the effect the method of getting would have on that which was left. We have been one of the most wasteful and extravagant nations in the world. The result is that to-day with our teeming millions it is necessary for us to exercise every precaution lest we sooner or later come to want.

It has not been so many years since men first began to give earnest attention to this problem of "conservation" as it is called. Conservation is merely another name for saving. It was not a particularly popular problem at first, for it meant that some people who were squandering the natural resources of the nation for the sake of increasing their own riches were going to be hindered in their ruthless destruction and waste. The leaders in this new movement found an able friend and ally in Theodore Roosevelt when he was President. With his wide knowledge of the country, his great zeal and courage, he threw himself heartily in with the movement. As a result of the education of the people and such legislation as could be passed, a splendid beginning was made looking toward *the conservation* of the natural resources of the country.

**The Conservation of Forests.** — The early settlers found our country covered with wonderful forests. About one half of the entire country was covered with trees. From the forests the settlers got the wood for their homes, the fuel for their fires, and the timber for their ships. It was but natural that with the increase of population much of the forests should be cut down. If the proper care had been exercised, there would have been an abundance of wood for all necessary purposes. The clearing away of the forests, and the lumbering, however, was carried on in a way which was wasteful and destructive. Careless cutting of trees resulted in the destruction of much more wood than was secured. Smaller trees were cut down merely that the larger ones could be reached more quickly. Then, too, carelessness in the use of fire led to the great forest fires which destroyed mile after mile of wonderful forest land. When we consider that along with such methods we were cutting down about three times as much each year as grew up, we can easily see that it was but a matter of time before our forests would disappear. In order to prevent this disaster, nearly two hundred million acres of land have been set apart as forest reserves. Under the direction of expert foresters, these splendid forests are being preserved.

**Conservation of Water.** — We have seen how carelessness in the use of water for household purposes may lead to great loss to a city both through the wastage of much needed water and also of the money which has been required to filter and pump this water to the homes.

One of the problems in forest conservation is the preservation of the trees around the sources of our rivers. The trees play an important part in regulating and controlling the flow of water. The destruction of such forests frequently results in disastrous floods.

We have seen that the rivers play an important part in the transportation of the country. The usefulness of many of these rivers is dependent upon the care which is taken to keep the channels properly cleared and deepened. Then, too, there are lakes and rivers which will only be of service when canals have been built which connect with other lakes or rivers. Water transportation is such a cheap way of sending certain kinds of goods that if it were given up it would be a decided loss to the country. The government, therefore, encourages in every way possible the use of rivers and canals for transportation.

Business interests have been quick to grasp the opportunity afforded by the great waterfalls of the country, such as Niagara, for generating electricity. To-day more than half of these waterfalls are owned by private individuals or corporations. These constitute a natural resource of the country and should be used for the best interests of the entire group. Such places should be held by the government.

**Conservation of Land.** — The problem of conservation includes not only the prevention of destruction of that which is valuable, but also the development of that which may be made valuable. There are millions of acres of *land* especially in the West which are often spoken of as

the desert lands of America. That these lands are barren is due to the absence of water, for the land itself is the richest we have. The process of getting the water to the land is called irrigation.

Much work has been done in such districts by private enterprise and by the national government. Great dams have been built which store up the water of some river. Then by building canals this water is carried down into the desert lands.

This work has been done under the direction of the Bureau of Reclamation of the Department of the Interior. Money derived from the sale of public lands in the West has been set aside for the reclamation of arid lands. With this money the government constructs the necessary irrigation works. As soon as the work is completed, the land is opened to settlers. Each settler is allowed forty acres for a homestead. The settlers form a water users' association for the purpose of paying the expenses of operating the works, and also to repay the government for the construction of the works. Many millions of acres of land have been so irrigated. The land is so fertile that the yield is abundant, giving the farmer good profit on his investment and labor.

**Conservation of our Mineral Resources.** — Just as there has been carelessness in foresting, so there has been in the development of our mineral resources. In the rush to get rich through the coal and iron and other minerals, the principal thought of the owners was speed. Careless and extravagant methods of mining were introduced,

*From a photograph by the U. S. Reclamation Service*

IRRIGABLE LAND IN WASHINGTON STATE BEFORE RECLAMATION

*From a photograph by the U. S. Reclamation Service*

*APPLE ORCHARD*, WASHINGTON STATE, THE RESULT OF RECLAMATION.

with the result that there was a great waste of our valuable minerals. To-day we are beginning to face a shortage in many of these. But the wastage has not only been at the mine. In home and factory, on railroad and steamship, coal has been used most extravagantly. The smoke which comes from the stacks is a sign of waste. Often the ashes from our homes are filled with pieces of unburned coal. The control of this will have to come largely through the state government, and through the education of the people as to the inevitable results if our present wasteful methods are continued.

**Conservation of Animal Life.** — If we have ever gone fishing or hunting we will know that there are certain very strict rules concerning both. The state, in order to protect the game, has passed laws laying down the seasons when certain animals and fish may or may not be taken. We also have restrictions on the waste which a mill may throw into streams, for often this results in killing the fish. The national government aids in conservation by making it contrary to law to send from one state to another the plumage of certain birds. It has also passed strict laws to protect the buffalo, the reindeer, and the seal.

**Conservation of Human Life.** — More important than all of these, however, is the conservation of human life. We have seen in our study of the topics "Health and the Protection of Life and Property" some of the ways in which this is being carried on.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Is Arbor day observed by the schools of your state? If so, why?**

**2. Write to your state department of forestry for literature on the state forests.**

**3. What are some of the restrictions on lumbering in your state? What measures are taken to prevent forest fires?**

**4. Write to the forest service of the Department of Agriculture at Washington for literature on the national forests.**

**5. What are some of the values of forests to our country?**

**6. What is the national government doing to conserve our forests?**

**7. Make a list of some of the sources of waste of water in your community. Explain how this affects both the cost and condition of the water.**

**8. "The Winning of Barbara Worth" is an interesting story of the reclaiming of the desert lands of the West.**

**9. What are some of the fish and game laws of your state?**

## GOVERNMENT PROTECTION, PROMOTION, AND CONTROL OF WEALTH

We have seen that wealth includes many, many things, the clothes which we wear, the money which we spend, the food we eat, the houses in which we live, the cars in which we ride, and a long list of other things, which make up so important a part of our everyday life. These represent the wealth which each member of the community desires and for which each one is striving. Since we are "many in one," a community, it is necessary that the rights of each be respected. The community, in seeking to promote the interest of the entire group, must care for the interest of each member of the group. Conditions must as far as possible be so arranged that each one shall have an equal opportunity for securing those things which he desires. Equality of opportunity is vital to the *existence* of a democracy.

The organized community should endeavor to so set and control the situation that each member shall have the same opportunities. We are each one of us members of three governmental communities at the same time. First, there is the local community, city, or town, or village, where we live. Then there is the larger community or state, of which the smaller community is a part. Finally, there is the largest community, the nation, of which both state and city or town are parts. Each one of these communities is busily engaged in so protecting our interests, assisting in the developing and regulating the use of wealth, that the welfare of all may be achieved.

In our definition of a community we saw that not only was it necessary that the group of people have interests in common, but that they must also be subject to common law. Now, a law is merely a guide to right action. It is the expression of the desires or wishes of the group as to how certain things should be done, and as to what it does not wish to have done. Since the great part of the life of the community is spent in the production, distribution, and use of wealth, we can see how great the necessity must be for definite rules respecting these. We have from time to time made mention of things which the community was doing in its organized capacity as government to aid in the production of wealth. There are some additional matters which demand our attention.

**The Tariff.** — If you will turn to your history of the United States you will find that the subject of the tariff has been an important one for about a century. The word tariff merely means a schedule of rates. As used in

our histories it applies to the rates of tax which are laid on goods being brought into the country. This kind of tax may be laid only by the national government. The government needs money to meet its expenses, and this is one of the methods which is used.

The relation of the tariff to the business of the country, however, lies chiefly in its use to protect the manufacturers of the country. There was a time when the giant industries which we know to-day were in their infancy. Manufacturers in Europe, because of the lower wages paid there, were able to send goods all the way to America and still be able to sell them at a lower price than that which the American manufacturer could afford to take. It was necessary, therefore, if these new industries were to be protected and developed, that such unequal competition be removed. In order to accomplish this a high schedule of rates was put into effect by Congress, which made the importer of European goods pay such a high tax to get the goods into the country that he could not compete with the American manufacturer. This was called a high protective tariff.

The tariff question has been for many years a political issue. This is unfortunate, because it is not a political question, but what is called an economic problem. That is, there are certain business laws which should decide as to the amount of the tariff and whether it should be protective or not. Formerly a change in political power meant an entire revision of the tariff. This frequently upset the business condition of the country. It also retarded development, as men were afraid to put their capital

into certain industries for fear the tariff would be changed and they would fail in business. Recently a Federal Tariff Commission has been established. This commission has the power to recommend changes in the tariff which it finds to be desirable.

**Forms of Business.** — Along with the improved methods of production and the extension of the division of labor, has come a tremendous development in the management and control of business. Formerly manufacturing was what the word really means, making by hand. To-day it is done almost entirely by means of power driven machines. Then it was conducted in a small way, often one or two men representing the entire working force. To-day the employees of a manufacturing plant are numbered by the thousands. The management of such business is a great problem. There is the all-important question of the investment of money which is necessary for such a plant. We still find great plants owned and controlled by one man. Of course it is necessary that he employ very capable people to act as superintendents and overseers. Frequently we find such businesses conducted by partners. Two or three people who have the money to invest will organize themselves into a partnership for the purpose of establishing a business. The profits of the business are divided among the partners on the basis of the amount of money which they have invested.

**Corporation.** — Very large businesses are usually conducted under the management of a company, or corporation as it is usually called. Corporations receive from a

state a charter which states the kind of business which they are to be engaged in and the amount of stock which may be issued. The stock of the corporation is sold in shares, usually of one hundred dollars each. In this manner the money for the establishment or development of the business is obtained. For the conduct of business the stockholders elect officers and a board of directors who look after the business for them. The earnings of the company are distributed among the stockholders in the form of dividends.

**Trusts.** — Trusts are combinations of corporations for the purpose of regulating prices and buying and selling the commodities produced at the best possible advantage. Several corporations engaged in the same business will turn their stock over to a committee of trustees who direct the business of all the corporations. There are certain conditions under which such combinations of big business may be of great service. There is, however, always the danger that unfair advantage will be taken of the public. When a trust gets into the position where it can control practically the entire supply of any one article it becomes dangerous to the welfare of the community. The danger lies in the temptation to the trustees to increase the earnings of the trust by taking an unfair advantage of their control and using it to get exorbitant prices out of the public. Congress has passed laws which make certain combinations "in restraint of trade" illegal.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of some of the ways in which the state government *aids* the worker. Do the same for the national government.**

2. How is the employer aided by the government in his business?

3. What control does the government exercise over the products of industry so as to protect the consumer?

4. Why is the right to tax imported goods restricted to the national government?

5. What is the customs house? What are the duties of the customs house officers?

6. Subject for debate: "Resolved that trusts are detrimental to the welfare of the community."

# THE WARDS OF THE COMMUNITY

## CHAPTER XVI

## CHARITIES

With all the great wealth which exists in our country, you would think that there should be no need for any one being poor. At least it would seem that there is no reason why there should be suffering because of poverty. And yet if we walk through our city streets we see evidences all around us that there are members of the community who for some reason or other do not have the necessities of life. Suppose we were to investigate a few such cases, let us see what we should find.

**Causes of Poverty.** — Here is a family where the father is confined to his bed with some wasting disease. He has been away from his work now for several weeks. The small savings which he has been able to lay by have been exhausted. The mother is unable to go out to work because of the two small children who demand her constant care, and also because the husband cannot well be left alone all day. In the early hours of the evening the mother has slipped away from the home and is begging on the streets. She has been unable to get more than a few pennies, because people have been deceived so many times by stories such as she has to tell. We visit the home, however, and find conditions as described.

Again we might find a family where because of some physical defect, such as blindness, or the loss of an arm or a leg through an accident, the breadwinner has been unable to earn sufficient money to keep up with the expenses of running the home. Or it may be that some industrial disturbance has thrown members of the family out of employment. Again, the unemployment may be due to lack of skill in a trade. An unscrupulous employer may have taken advantage of an oversupply of the labor market and been paying starvation wages. Or the heads of the family may be just naturally lazy and shiftless and prefer to live on the gifts of others rather than earn their own livelihood. These and many other causes are responsible for the poverty in our communities.

**Classes of Dependents.** — If we examine a list of the causes of poverty we find that the people who are represented group themselves into three main classes. First, there is the group of men and women who are willing and eager to work but who because of some conditions over which they have no control are unable to support themselves. This condition may be illness, or some misfortune, such as an accident, or duties which make it impossible for them to go to work. Second, there is the group of men and women who are able to work, but who because of lack of training or skill are unable to obtain employment, or having obtained employment are unable to earn sufficient to support themselves and their families. Third, there is the group of men and women who are able to work and can obtain employment, but who are unwilling to

work and prefer to live on the results of the work of others.

In almost every community we are likely to find examples of one or all of these classes. For those in the first two groups, provision must be made, either to provide when necessary for their permanent care and protection, or to assist them temporarily, and, at the same time, help them to regain their health, develop the necessary skill, or whatever else may be required to put them on their feet, and make them independent of the support of the community. Those in the third group should not be allowed to live like parasites upon the others, but should be compelled to become self-supporting.

There are two other classes of people who are dependent upon the aid and support of the community, but in a different way from those which we have just mentioned. All of us during the earliest years of our life were entirely dependent upon others. Even now, while we are going to school, we are to a more or less extent dependent. We do not, however, consider such dependency as being the same as that which we have just been mentioning. In fact, the boy or girl in school who is making the best possible use of the time at hand is anything but dependent. He is spending the days which are going to determine very largely his measure of fitness, not only to support himself, but also to be of aid to the entire community in later years. Then, too, some very old people are dependent upon others. These folk have rendered their service to the community, and it is but right that they should be taken care of. If one, however, has been thrifty, and has not had ill fortune,

he will have provided against old age. It is a worthy ambition to aim to have sufficient money to be self-supporting in old age. It is also the one sure way of making certain that we shall not become burdens on the community.

**Giving Aid.** — Let us imagine that we have been appealed to for assistance by some one from one of these three groups which we have been considering. Most people are kind-hearted, and the thought that some one else is suffering is a sure means of getting them to open their pocketbooks. If, then, we give to the beggar as best we are able, a penny, a nickel, or a quarter, just what have we done? If every one appealed to was so liberal, how much money do you suppose the beggar could collect in a few hours? An honorable person would stop begging as soon as he had sufficient. There would, however, be quite a temptation to get all one could. Begging would indeed be a profitable business, and we would soon meet with so many requests that we would either have to stop giving or have nothing left for ourselves. Of course this never happens. Except in the case of the blind the amount taken by begging is seldom large. Our little contribution may help in a case of real need for a little while, but the cause of the poverty still remains and the begging must continue. What we have done has been to ease our own conscience. On the other hand we do not wish to pass a case of real suffering without doing something to help. What are we to do, and how may we know when and when not to help?

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What are some of the causes for poverty which exists in your community?**

**2. What effect has the enforcement of the national prohibition amendment had on your community?**

**3. Is a person who understands a good trade as likely to become dependent upon the community as one who does not? Why not?**

**4. Explain how the workmen's compensation laws operate to remove one cause of poverty.**

**5. Explain how a person who has been thrifty and has saved sufficient money to live comfortably in old age has been rendering a service both to himself and the community.**

### CHARITABLE ORGANIZATIONS

In our large cities and towns appeals for aid come so frequently that even if we had the time we could scarcely visit the home of every beggar who approached us on the streets and investigate to find out whether the story told was correct or not. This is, however, a real need in the community, and in order that such work may be done we find charitable organizations which will do this very thing for us if we request. We should know the names of the leading charitable organizations of our community and where they are located. When we are approached by some one requesting help if we really wish to help them we should communicate at once with one of these charitable organizations. Supplied with the name and address of the person who has asked for help, a worker from the society will visit the home, investigate the conditions, and report back to the society. The society will inform us as to their findings if we make the request. If we *are* then still anxious to help we may either go directly to

the home with such assistance as the society officers suggest, or contribute to the society with the instructions that the money is to be used to help the family which is in trouble.

Not only does the charitable society see that immediate temporary relief is given, but they follow up the case. If it is a case of lack of employment they will secure work for the breadwinner. If there is illness the society will see that medical assistance is secured, and if necessary hospital treatment. A visitor from the society will follow up the case until the family has been placed firmly on its feet once more and is able to take care of itself. This is usually a long process and takes much time and skilful handling. The workers of these societies are especially trained to handle just such problems and are far better able to look after the interests of the poor than the average well-meaning citizen without training.

In most of our cities we find a more or less strongly organized charitable organization. This sometimes takes the form of a society for organizing charity. It is usually dependent upon the gifts of charitable people for its support, although in some places it receives some support from the local authorities and from the state. In addition to this we find most churches engaged in some form of relief work. Then, too, there are the relief divisions of the various fraternal organizations. These, however, are primarily concerned with relieving distress among their own members. Many of our large business corporations maintain a relief and social service department, but here again the work is confined to the employees of the

concern. The Social Settlements which are conducted under the direction of the Universities and Schools of Philanthropy usually do considerable to relieve the conditions existing in their neighborhoods. Here we will find the men and women who are in training to prepare themselves for a life of social service.

Many cases which are referred to these societies by people who have been approached by beggars on the street are found to be unworthy, and in some cases not even to reside at the addresses which they have given. This is rather clear proof that such cases are unworthy. In fact the genuinely worthy poor seldom if ever resort to begging. To give money to the unworthy is merely aiding them in their shirking of responsibility. The professional beggar is little better than the criminal, in fact, many of them will not hesitate to steal when there is a good opportunity. To aid such people is to further pauperize them and render them undesirable citizens.

**The Registration Bureau.** — At times even the best workers of the charitable organizations are deceived for a while as to the worthiness of certain cases. Where conditions have been favorable it has been known that certain families have appealed to and received aid from a number of different charitable institutions at the same time. In order to prevent this we usually find a central clearing house where all cases are reported. This is sometimes spoken of as a Registration Bureau. It enables any society to which an appeal has been made to find out whether or not aid has been given previously by any other

society to this family. Such a clearing house saves needless duplication of effort on the part of societies making use of it, and protects the societies from fraud.

**Methods of Relief.** — There are two methods by which the needs of a community for relief are met. First, the family which is in distress may be kept together in their own home, receiving there such assistance as will enable them if possible to make a new start. Second, those in need of assistance may be removed to an institution. The first method, while the more costly, is the better, for it holds the family together. The second method is cheaper, but it results in the breaking up of the family.

When the relief is being administered in the home, the society does everything in its power to remove the cause of the distress. Medical assistance is given, food and clothing supplied, work secured for the breadwinner. A visitor pays regular visits to the home to see how they are getting along. Often much encouragement is needed to make such people feel that it is worth while to be self-supporting. The visitor and the society continue their efforts until the family is well established again.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of the charitable organizations in your community. How are they supported?**

**2. What advantage is there in having a charitable organization look after cases of need?**

**3. What would you consider some of the necessary qualifications for a person who is going to become a worker for a charitable organization? Why is training necessary?**

**4. What advantage is it to the community to keep the family together while aid is being given?**

## CHARITABLE INSTITUTIONS

If we look over our community we shall find many institutions which have been established for the care of those who are dependent upon the community. Some of these are private charities which are assisted by grants from the local community, the county, and the state. Then there are the public institutions which are supported entirely by the local county or state community. Among the private institutions we have orphan asylums, and homes for the aged, most of which are supported by some church or fraternal organization. The public institutions usually include a poorhouse or poor farm, hospitals for the care of the insane, schools for the blind, and deaf and dumb.

**Care of the Sick.** — People who are ill cannot take care of themselves. When the home conditions are such that the one who is ill cannot be cared for properly the hospital opens its doors. There are of course our private or semi-private hospitals where one may by paying secure a private room and nurses, and have his own physician. People who are too poor to afford this are admitted to the wards of institutions which receive city or state aid. Here the cost may be very slight or even none at all. For those who for any reason cannot get into one of these hospitals the community usually conducts a general hospital. Here people who are too poor to pay for any medical treatment receive care at the expense of the community.

**Care of the Insane.** — There is a class of people in the community who are mentally ill. At one time they have *been* normal like other people but through some cause

they have lost their mental powers. These people are called insane. Formerly such cases were locked up in the poorhouse along with the paupers. To-day, however, we recognize that they are sick people needing treatment. Hospitals for the insane are usually spoken of as asylums. The present plan is to have these hospitals built and maintained by the state. Such institutions are planned so that the inmates can receive the best treatment known to medical science. Everything possible is done to improve the condition of the patients or relieve their sufferings. Usually we find these institutions amid beautiful surroundings. A farm is maintained so that those who are able may have the advantage of work in the open air. The patients are taught useful trades, and this helps very much to improve their physical condition.

**Care of the Feeble-minded.** — Feeble-minded people differ from the insane, for while the insane may have at one time been normal, the feeble-minded have never been so. There are all grades of feeble-mindedness, ranging from that of the idiot and imbecile up to the feeble-minded who is so nearly normal that it is difficult to be sure whether he is or not. The feeble-minded having very low mentality are usually sent to an institution at an early age. The higher grades remain in society and constitute a real menace. Feeble-mindedness cannot be cured so far as we know at the present time. It is also handed down from parent to child. So you see it is very necessary for the public welfare that such people be removed from the community and placed in an institution.

The best institution for feeble-minded is one owned and operated by the state. These are really big farm colonies. Here under the direction of skilled teachers the feeble-minded are able to learn to be at least in part self-supporting and spend their lives amid pleasant surroundings and without danger to the state.

**Care of Children.** — Children become wards of the state through no fault of their own. Often the death of parents throws a child at infancy on the care of the community. At other times it is sickness, accident, lack of employment, or even ill treatment or desertion by parents, which leaves the child helpless. There are many splendid schools and homes for orphans. Some of these are conducted by churches and other charitable organizations, others are the result of the kindness of some individual who has left money for the establishment of such an institution. When children are not cared for in such institutions it is usually the custom for the community, through some Children's Aid Society, to find good private homes where these children may be boarded.

**Care of the Aged.** — In almost every community we find homes for the aged. Many of these are by no means charities. Such homes admit old people who are able to pay a certain sum of money, and in return for this take care of them and give them a good home until they die. Then there are the homes which are supported partly by such payments and partly by contributions from other sources. Still others are entirely supported by funds received from charitable organizations, such as churches and *lodges*. These, however, usually limit their aid to mem-

bers of the organization contributing. For those who are unable to get into some one of these places we find the city or county poorhouse. While conditions in these places are improving, they are at their best but a makeshift. Another means of solving this problem will be to have compulsory old age insurance laws which will require that every one put aside something during the years in which he is able to work. Then when they are incapacitated by old age the state will pay them a pension in addition to the insurance. To this pension every member of the community will have contributed through some form of taxation. Old people who have children able to support them should be taken care of by their children and not become burdens on the state.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Find out all you can about the county almshouse or poorhouse.**

**2. How does your city provide for its paupers?**

**3. What provision has been made by your community for the care of children who have been left destitute by the death of parents?**

**4. How are the insane cared for by your community?**

**5. How can the blind and the deaf and dumb be made self-supporting?**

**6. What provision is made by your school system for the care of the mentally deficient?**

**7. Find out all you can about the pensions issued to veterans of the Civil War. What change has been made in this plan in regard to the veterans of the Great War?**

**8. Explain how insurance helps prevent dependency.**

**9. What is meant by a hospital clinic? How does it help those in need?**

**10. Stephen Girard left a large sum of money for founding a school for orphan boys. Find out what you can about Girard College. Are there other similar institutions for girls?**

# A SELF-GOVERNING COMMUNITY

## CHAPTER XVII

## CORRECTION AND THE COURTS

About the middle of the last century gold was discovered in California. The news spread like wildfire all over the country and in a short while men of every walk of life had left their homes and started for the West. Those who were fortunate enough to reach the mining district soon found that they had real community problems on their hands. Some who went to dig gold made their money in supplying the needs of the miners for food and clothing, and so instead of becoming miners they turned their attention to storekeeping. In every such group there were certain men who turned their attention to getting rich by unfair means. Taking advantage of the lack of protection afforded to property, they would break into the shacks of the miners and steal their gold. You may be sure that this was not permitted to go on very long, for the miners in order to protect themselves organized vigilance committees. These committees did not bother about law. They made up their minds that stealing was going to stop, and they stopped it by hanging every thief they caught. The mining region was soon made a rather uncomfortable place for a thief.

**The Necessity for Law and Order.** — Our communities are so large that it is very necessary for us to have definite understandings as to what may and what may not be done. In fact this would be true to a degree in even a very small community. Take our own homes, for example. We would not get along very well together if we did not have a fairly clear understanding as to what each one should do. The hours for meals are more or less definitely fixed. If we are late, we either keep all the other members waiting or else must go without our meal. How long would we be able to keep school if there were no rules to guide us, and teachers and pupils did just as they pleased? It would not be long before everything would be in confusion. Order is necessary in every community.

The working together of so many people as are found in a city, not to mention a state or the nation, makes necessary many rules or laws. The foundation of all of our laws is the Constitution of the United States. Each state also has its own constitution. The cities have charters or constitutions which they receive from the state. With these as a basis, Congress for the nation, the Legislature for the state, and Councils for the city make the laws which guide the people in their relations one with another. These laws are like the oil which we put into a machine to make all the parts work together smoothly. The good citizen does not fear the law but obeys it, knowing that it is meant for the best interests of all concerned, and that really it is but an expression of his own desires.

**Offenders Against the Law.** — Unfortunately there are those who do not so regard the law and who do not obey it.

They prefer to do just as they please in certain matters, and are unwilling to respect the rights or wishes of other members of the group. Just as in the illustration at the beginning of the chapter there were men who were unwilling to respect the rights of the others, so in every community there are those who persist in doing things which are contrary to the interests of the group. Such people do not have the welfare of the others at heart. They place their own interests above the interests of the rest. Their interests are not in common with the group. To this extent they are not real members of the community. This presents a very serious problem.

**Punishments.** — In olden times, as now, the idea of the community was that such offenders against the law should be punished. But the punishment took in many cases the form of revenge. In the very early days it consisted of inflicting on the offender the same punishment as the crime which he had committed against the community. It was "an eye for an eye, and a tooth for a tooth." In more recent times the punishments were even more severe. There was a time in England when a man was publicly hanged if he stole anything the value of which was more than a shilling. All sorts of cruelties and indignities were inflicted on offenders. Most of the punishment was done in public as a warning to others as to what would be done if they committed a like offense. Men, women, and children were often thrown into dark dungeons where if they were left for any considerable length of time they were certain to die. The food which was fed to prisoners was

he coarsest imaginable. Yet in spite of all these punishents crime continued to flourish.

Even in our own day, many still have the idea that ociety must get even with the offender. The older forms torture have been done away with, and capital punishent has almost entirely disappeared, and yet there are ill many things to be desired in the manner of the treatent of prisoners. Not until people come to realize that eir duty toward the offender is to make him over if ossible into a self-respecting, law-abiding citizen, will we itirely remedy our defects in the treatment of criminals.

**Causes of Crime.** — If we are going to understand what o do for the offender against the law, we must find out if e can what the causes were of his offense. We have alady reached the point where we understand that a man ho is insane is not responsible for his acts. When such man commits a crime it cannot be overlooked, but ould result, when we are sure of the insanity, in placing e individual in an institution for the insane. Here e will be guarded so that the chance of the repetition of e crime will be greatly lessened. Then, too, the feebleinded are very susceptible to suggestion. They become ery readily the tools of people who wish to have a crime ommitted. Here again the offender should be considered r permanent placement in an institution rather than ommitment to prison.

Some people become criminals as the result of their rroundings. Children are often started in a life of ime by evil parents. People who have been brought p in homes where the parents have constantly neglected

them, where they have seen wrong doing from their earliest days, where their companions have been evil, where they have spent their time in gambling and drinking, are likely to be come criminals.

There are also cases where laws have been broken and crimes committed by those who have not previously led vicious lives. Children unwittingly will commit some offense for which they are arrested. If they are thrown in with others of a real criminal type there is a grave danger that they may learn evil from these others and go back to their homes to begin criminal lives. Sometimes laws are broken as the result of accident. Sometimes a condition like poverty or illness will drive a person who would under ordinary conditions never think of such a thing, to steal.

It is easy to see that all lawbreakers are not alike and that each case must be studied by itself if we are to deal wisely with the offenders and use the best methods for bringing back to good citizenship those who may be saved. Punishment will still be necessary in some cases, but instead of being administered merely in a spirit of revenge it will be handled so as to improve character. It will endeavor to remove the cause and prevent the recurrence of the offense.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. What are some of the dangers attached to the punishment of offenders against the law by means of vigilance committees?
2. Why should a suspected offender against the law be considered innocent until he is proven guilty?
3. What evil effects does lynching have on those who take part in it?

A COURT ROOM

The judge is shown seated at the high desk below the picture of Justice. On his left is the court clerk, on his right a witness on the witness-stand. Next to the witness is the court stenographer. The group seated before the judge are the counsel on both sides of the case. In a criminal case the defendant also sits at this table. The men on the left seated in two rows are jurors in the jury box.

**4. Explain what is meant by fundamental law; constitution; statute; ordinance.**

**5. What relation is there if any between (a) the use of intoxicating beverages, (b) poverty, (c) crime?**

## THE COURTS AND THE LAW

**The Laws.** — The laws of the community are very numerous. They run all the way from such matters as city ordinances regulating the kind of receptacle in which ashes may be disposed, up to federal laws defining treason against the nation. The penalties involved in the infraction of these laws will extend from the payment of a small fine to life imprisonment or even death. Many of the laws, especially those concerning property rights, are so complicated as to be capable of interpretation only by men well trained in law. Most of us, however, live our lives without running seriously into conflict with them. We may have neglected to have the snow removed from the sidewalk, but as soon as the policeman attracts our attention to it we attend to it. For the most part, however, the laws on the statute books go right on protecting us without our being conscious of their existence. It is only when some one tries to defraud us or take our property from us that we think about the law and realize that it has been there all along ready to protect us when the occasion should demand.

**Enforcing the Laws Through the Courts.** — The laws in themselves would be worthless, however, if it were not for the machinery which the community has built up for the purpose of determining just what the laws mean and

hen seeing that they are enforced. We have considered n other parts of this book how the police form the strong ight arm of the executive in seeing that the wishes of the :ommunity as expressed in the laws are carried out. In ıddition to this force there is still another very important ɔart of the government which aids in the enforcement of the law. We call this branch of government the courts.

We know that when any one has committed some offense against the laws of the community and been detected he is made to answer for the offense. It may be a violation of the traffic laws of the city, or robbery, or assault and battery, failure to keep a contract, or any of a thousand different things. In some cases, as in that of a person caught stealing, the arrest is made on the spot. In others, evidence may point to a certain person as the offender and a warrant is issued for his arrest. Or it may be a summons to appear in court for trial. In any case the person is brought before the bar of justice.

**A Criminal Case.** — Let us imagine a case to illustrate what happens. A robbery has been committed and the thief has gotten away. Finger print marks, however, together with other evidence, point to a certain person as the likely thief. A warrant is sworn out, and armed with this the officer of the law makes the arrest. The prisoner is taken before a magistrate and given a hearing. In a case of this kind the magistrate can do nothing but hold the man for the grand jury. The grand jury examines the evidence against the man, and if it believes that this evidence is sufficient it returns a "true bill" or indictment.

When this is done the man is held for trial by court. He is kept in jail or he may be let out under bail.

**The Trial.** — The trial is held before a jury consisting of twelve men. The judge of the court presides. The district attorney or an assistant acts as prosecutor for the state, for the offense has been committed against the state. The accused has his own attorney, or one appointed by the judge, to defend him. After the evidence has been submitted, and the arguments of the opposing attorneys have been heard, the judge explains the law involved in the case to the jury and tells them what they should consider in reaching their verdict. The jury then retires, discusses the case, and votes. To convict the vote must be unanimous. If it finds that the prisoner is guilty, it so reports and the judge imposes sentence. If it finds that the prisoner is not guilty, the case against the prisoner is dropped. In case of error made in the trial, or additional evidence discovered which could not be given at the first trial, the attorney for the prisoner who has been convicted may appeal the case to the next higher court. If the higher court refuses the appeal, the prisoner must serve his sentence; if it grants the appeal, the case comes up for a new trial.

**A Civil Case.** — All of the cases which come before a court are by no means criminal. Many of these grow out of the business relations between members of the community. For example, one man sues another for money which he claims is due in payment for certain services rendered. He has tried in other ways to collect the money,

but has been unable to get it. He therefore comes to the court for justice. The proceedings are spoken of as a lawsuit and are conducted in civil courts. The man who is being sued is notified. If he acknowledges his indebtedness, judgment for the amount owed is entered at once against him. If he denies it, the case is placed on the "docket," or list of cases to be called for trial by the court. The trial is usually conducted before a jury in much the same manner as that described in the criminal case. After the verdict has been returned by the jury, the defeated party may ask for another trial. This is either granted or refused by the judge who tried the case. It is possible, however, to appeal the case to a higher court.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Why is a person who deliberately breaks the laws of his community not a good citizen?**

**2. What are some of the minor offenses which the people of your community commit against the law?**

**3. How can the school help prevent the development of criminals?**

**4. What is meant by "grand jury," "petit jury," "bondsman," "bail," "talesman"?**

**5. After you have become familiar with the general plan of procedure in your local courts, plan a mock trial.**

### ORGANIZATION OF THE COURTS

**The Municipal Court.** — The unit for the organization of courts in the state is the county. In the large cities a special system of courts is sometimes organized to relieve the county courts of the burden of work which falls upon them and at the same time to enable doing away as far as possible with the magistrates and police courts.

These latter are so often mixed up with the local political situation as to make the justice rendered sometimes questionable. This system provides for the Municipal Court. Here we find a juvenile court, a court of domestic relations, the misdemeanants court, as well as the civil and criminal courts. The juvenile court looks after all cases relating to children. The misdemeanants court takes care of the older boys and girls, those over sixteen, who are too young to be taken before the regular criminal court, but who need special care. The domestic relations court is concerned with such matters as support of wife and children. The criminal court handles the minor offenses against the law, such as fighting, violation of the traffic rules, and so forth. The civil court handles suits for damages against the street railroads, and other smaller claims.

**Juvenile Courts.** — Formerly when children broke the law they were arrested and treated in just the same manner as if they had been adults. They were carried to the station house in the patrol wagon, locked in the cell, sent to the central court in the wagon, herded with the adults, and finally tried before a court just as if they had been old offenders. Instead of this we often find now a court which deals with just boys and girls. There is no jury. The judge is usually a man who is interested in boys and girls and anxious to help them make good. When a boy or girl has been arrested for some offense he or she is brought before this court. Careful investigation has been made of the home life of the child, and usually the child has been

examined to see if there are any conditions, either physical or mental, which may have been responsible for the trouble. With all these facts before him the judge goes over the case very carefully. Often instead of sending the child to a reform school, the judge will send it home under the care of a probation officer. While on probation the child reports every week to the probation officer. The officer also continues to visit the home and to do everything to help the child keep the promise made to the judge. Of course if the child should fail to do this it is taken back to court and if necessary sent to some institution to be studied more carefully.

**State Courts.** — Above the county courts we find the system of state courts. Whenever there is a dispute concerning the meaning of the law in its application to a special case, or a question as to whether or not a law is constitutional, it is necessary to have some court to which appeal may be made. The Supreme Court of the state is the court of final appeal in all matter concerning state law. Because of the number of cases which are appealed from the county courts we usually find a system of intermediate or Superior Courts through which cases are required to pass before they finally reach the Supreme Court. In this way many cases are settled without actually reaching the Supreme Court.

**Federal Courts.** — The national community has its systems of courts just as the states have theirs. The laws which are passed by Congress, the treaties which are made

under the Constitution, and the Constitution itself, are all interpreted, and their enforcement aided by the federal courts. Then, too, there are cases which arise between the states, or between citizens of different states, where state courts might be prejudiced one way or the other. These and other cases which do not come under the jurisdictions of the state courts are handled by the federal courts.

**District Courts.** — The lowest of the federal courts are known as the federal District Courts. There is at least one of these in each state, while in the larger states there are more, as in the case of New York, where there are four. Practically all cases which are to be tried in the federal courts are begun here. The cases are tried by judge and jury in much the same manner as the cases before the county courts. In place of the policeman to make arrests, however, we find the United States marshal. He is responsible for the arrest and care of prisoners until they have been turned over to the federal prisons. In each district there are commissioners who perform services somewhat like the magistrates and grand juries. There is also a United States district attorney who is responsible for the prosecution and represents the government in the trial.

**Circuit Courts of Appeals.** — Above the District Courts we find the Circuit Courts of Appeals. There are nine such courts in the United States. The country is divided *into* districts equal in number to the number of courts.

There are from two to five judges in each circuit. Since the district is quite large, covering three or more states, the judges have certain places to which they go in their districts for the purpose of conducting court. They hear without jury all appeals from the District Courts. Unless some question involving a decision of the Supreme Court is raised, they pass a final decision in the case.

**Supreme Court.** — There is over all one Supreme Court. It is the United States Supreme Court. It consists of one chief justice and eight associate justices. It meets in the Capitol at Washington from October till June. Its members are appointed by the President with the advice and consent of the Senate. They hold office for life, which places them immediately beyond the reach of political influence. They have probably the greatest authority of any judges in the world. Any law which they declare to be unconstitutional need not be obeyed no matter how much the President and Congress may desire to see it enforced. This court is the highest court, beyond which there is no possibility of appeal.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Find out all you can about the work of Judge Ben Lindsey of Denver. What was the secret of his great success as a judge for boys and girls?**

**2. By reference to the legal news in your daily paper find the names of the various courts which are sitting in your city. What in general is the work of each?**

**3. What is the general plan of your state courts?**

**4. Who is Chief Justice of the United States Supreme Court? Find by reference to your history some famous decisions of the court.**

## CARRYING OUT THE ORDERS OF THE COURTS

**The Verdict.** — After a case has been tried and the vote of jury or judges has been taken, a verdict is rendered. In cases involving a matter of interpretation of law as, for example, in a case before the Supreme Court, a decision is rendered which is really an explanation of the law. In a case involving the conviction of an individual or group of individuals the verdict is followed by the passing of sentence. This may be anywhere from a small fine to one involving millions of dollars, or from a sentence of a short term of imprisonment to one of death. It is the duty of the judge to impose the sentence.

**Indeterminate Sentence.** —In many cases we will find the judges, where the law permits, refusing to set a definite time limit on the period of imprisonment. Such a sentence was well enough when the object was simply to make the offender pay for his wrong-doing by depriving him of his liberty. In other words it was satisfactory as a punishment, but did not take into account the fact that the imprisonment offered the community a chance to help the prisoner. The indeterminate sentence means that there is no definite time set for the release of the prisoner. There is provision made that he shall not be discharged before a certain time, this varying with good behavior. He need not, however, be discharged at the end of this time unless in the judgment of the prison authorities he has made such discharge wise. The length of time, then, that the offender will spend in prison under a sentence *of this* kind is largely determined by himself. If he takes

advantage of the opportunities to improve himself so that the authorities believe he is ready for his freedom, he is dismissed.

**Parole.** — Further hold is kept on the man by the system of parole. He is required when released from an indeterminate sentence to give his word that he will do what is right if he is released. If he should break his promise he may be brought back under the terms of his indeterminate sentence to remain in prison until he can give still further evidence that he means to behave.

**Suspended Sentence.** — In the case of a first offender, additional chance is given by means of the suspended sentence. After the trial and conviction, sentence is passed. In view of the fact that it is a first offense, and possibly was committed under some conditions for which the offender was not wholly to blame, the sentence is temporarily suspended. The man is permitted to go back to his regular employment upon promise that he will reform. In case of failure to make good the sentence is then carried out.

**Institutions for the Criminal.** — Since there are some members of the community who are unable to live with their fellows and respect their property and other rights, it is necessary that some place be provided where they may be kept so that they will be unable to injure their fellows. Such people compose the criminal class about whom we have been reading. The places which have been established for their confinement and care are gen-

erally spoken of under the name of prisons. Formerly it was the custom to treat every prisoner the same. Men and women, boys and girls, hardened criminals and those who had committed a first offense were thrown into cells in a common prison. Often too, as we have seen, no effort was made to provide for those whose crime was the result of physical conditions over which they had no control. Insane and feeble-minded were treated as if they were in full possession of all their mental powers. Then, too, the prisons were constructed with the one idea of confinement in mind. Often they were dark, damp, and filthy places, where disease was bred and spread from one to the other. Again, the indiscriminate imprisoning made for the education in crime and vice of those who might otherwise have gone straight. Usually the prisoner left the prison with a hatred of the community which had imprisoned him, and a much better knowledge of how to commit crime than he had when he entered.

In recent years much has been done to improve the conditions in our prisons. It has been recognized that children do not require the same kind of treatment as that given to adults, and so there has been developed an entirely different method of handling juvenile offenders. Just as in the courts the method of handling the boy or girl has changed to dealing with them in separate courts and by trained and sympathetic men and women, so instead of imprisoning them in regular prisons other methods are used. In the place of the prison has come the parental school or reform school. This is usually conducted on the *cottage* plan, the boys and girls being given real home life

and in the open country, where the interests of the farm make their appeal. Many boys and girls have gotten in just such places their first idea of what community life really means and learned to respect the property rights of others.

The prisons where the adult offenders are confined have changed too. The modern prison is a clean, well-lighted, well-ventilated place. Every effort is made to make the life of the prisoners such that they will become self-respecting. In place of the older striped uniforms and the lock-step has come the wearing of everyday clothes and considerable freedom of movement. Of course there are always those who are unable to profit by such methods and who so misbehave that the close confinement in cells is necessary. Usually, however, the prisoners take well to the forms of employment which are offered, and the more so because they are able to earn money with which to purchase some of the things which they need, or save it until they are discharged, and have some money with which to start a new life. Provided with respectable clothes and with possibly some money which he has earned, the discharged prisoner has no longer the earmarks of the jailbird and is often able to make good his promise to do better. There are a number of private organizations which make it a business to help the discharged prisoner obtain employment and set him in the way of an honest, useful life.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What are some of the advantages of the indeterminate over the definite sentence?**

**2. What are the institutions for offenders against the law in your community? Is their object punishment of the offender, or reformation?**

**3. What institutions are there for boy and girl offenders? How do they go about helping those who are committed to their care?**

**4. How will the teaching of a man a trade help make him a better citizen when he is released?**

**5. Are there any organizations in your community which concern themselves with helping the discharged prisoner?**

## CHAPTER XVIII

## HOW OUR LAWS ARE MADE

We all know how impossible it is to play even the simplest kind of game unless we know and follow the rules. In a complicated game such as baseball, there are very many rules. These rules determine just how the game shall be played by all professional teams. The professional players are men who make the playing of baseball their business. The big professional teams represent the various cities; and because of the intense rivalry between the cities over their teams, and the great interest which is taken in playing the game, the rules have been very definitely formulated so that any case of dispute may be quickly and satisfactorily settled by reference to the book of rules. These rules make possible the playing of the game, since they let each player know just what may or may not be done at any point in the game. When interpreted by a good umpire, they enable the game to run very smoothly.

Just as rules are necessary in playing a game, so in the game of life it is necessary that we have very definite rules to guide us. The people of the community are seeking for many things. They desire to have health, to protect their lives and property, to enjoy the benefits of education and recreation, to live amid pleasant surroundings,

and to have the facilities for acquiring possession of wealth which will make for their personal comfort and happiness. In their efforts to secure these things, each individual comes into contact with many other members of the community. Since each one is desirous of attaining the same good, there would be grave danger of disturbance unless the rules regulating such relationship were very carefully defined. Then, too, each member is not merely working for his own personal welfare, but for that of the entire group. This means that there must be team work on the part of the various members of the community. They are not working at cross purposes, but to attain the same thing, and the progress of the group means the success of the individual just as the gain of the individual if made rightly may mean the welfare of the group. So you see this is a very serious and somewhat complicated game which we are playing. It is far more complicated than baseball, and therefore definite understandable rules are all the more necessary.

**What Laws Are.** — Laws are the result of the experience of the community. We have been making constant reference to the various laws which exist in the community, to aid in attaining the desires of the people. These laws as they are to-day have not always existed, although some of them are very old. Nor were they made all at one time. As people have lived together year after year in community life, they have come face to face with many problems. In their effort to solve these problems they have found that certain action has usually proved to pro-

duce the best results. For example, at one time the stronger always took from the weaker anything which he desired. But when men began to live together in tribal life, it was found that such acts made for trouble in the group and tended to break up the good spirit which was necessary if the members of the tribe were to live at peace together. So there gradually came about a feeling that stealing was contrary to the interest of the group. At first this was just an attitude of mind which led the group to punish the offender. Later it became embodied in their laws, or rules of action. So the laws which we have to-day in our communities and those which are being passed from time to time have grown out of the experience of the community.

### MAKING THE LAWS

If your class in school has been organized, or if you belong to some society or other organization outside the school, you will be familiar with the manner in which the business is transacted. Let us imagine that the members of our class would like to make a gift of a picture to the school. We have probably talked the matter over, and for the most part agree that it would be a splendid thing to do. At a class meeting one of the members rises and makes a motion that a certain sum of money be taken from the treasury for the purpose of purchasing a picture for presentation to the school. Another member of the class who is also in favor of making the gift seconds the motion. The class president then puts the matter before the class. If there are any who desire

to speak in favor or against the motion they rise at this time and when recognized by the president give their reason why they are in favor or opposed to the proposition. When all who care to speak have been heard, the president calls for the vote. This is done by asking all those who favor the motion to say "aye" or to raise their right hands. If it is clear a majority has voted in favor of the motion, no counting is done, but if there is doubt the vote is counted and the president announces that the motion has passed or failed to pass as the case may be. In this manner a law, or as we should call it in this case a resolution, expressing what the members of the class want done in regard to this matter, is passed. This is the simplest form of lawmaking.

**Lawmaking by All the Community.** — We have just seen an illustration of how an entire community may make its own laws. This method was used in the old town meeting in New England in the colonial days. Here, of course, the laws which were being made concerned all the people of the township. At stated times all the voters of the township met in the town hall. Under the direction of a chairman whom they would select, they would make proposals for various laws and acts which they believed were for the best interests of the community. The manner of passing these laws was much like that which we use in our class meetings. Once a law had been passed it was the duty of the town officers to see that it was carried out. This direct making of the laws by all the people is the *purest* form of a democracy.

**Lawmaking by Representatives.** — In our large communities to-day, however, such a method of making laws ɔuld be out of the question. Even towns where there ɛre but a few thousand voters would need a very large ıditorium in which to hold their meetings. Then, too, ɛcause of the great number of people and the differences opinion which would exist, the passing of the simplest ws would be almost impossible. We sometimes see ɛat mass meetings pass resolutions, but in this case ıe purpose for which the meeting was called is known to l, those who attend are usually the ones in sympathy ith the movement, the meeting is usually very formal, ith no opportunity for any to speak except the adver-sed speakers. In large communities such as we have in ır towns and cities, to say nothing of our state and na-onal communities, some other scheme must be resorted to.

The form of government which we have in the United tates is sometimes called a representative democracy. ıstead of having all the people come together to make ıe laws, we select certain individuals and give them the uthority to act for us. For instance, if our entire school ɛas anxious to decide on a certain matter, it might be im-ossible for all the pupils to come together and discuss nd finally vote on the proposition. If, however, we were ɔ decide in each class just what the class desired to have one, and then were to select one or two of our number ho would meet with other like committees selected and ıstructed by the other classes and there vote as to what he pupils of the entire school desired, we would have an lustration of representative voting. It is in this manner

that our large communities, city, state, and nation, make the laws by which all the people are governed.

**The Representative.** — The one who is selected to represent the rest of the citizens in the making of the laws is called the representative. This term is not always used, sometimes names such as aldermen, councilmen, and so forth are given. We shall see in a later chapter that in deciding the policy which the community shall follow, different sides are taken on various questions, the people holding similar views on important questions forming political parties. Of course the side which has the greatest following will be able to elect their own representative, but a good representative when he is elected realizes that he does not represent his party, but all the people of the community. The fact that he has been selected indicates that a majority of the people are in favor of the views which are held by the party which he represents. Since he is representing the people he will favor so far as is consistent with the welfare of the group such laws as best represent the wishes of the people who have selected him. To be a representative of the people is to hold a position of great trust. It is not always profitable for a man to sacrifice his own personal interests to represent his community, but if he is a good citizen, his reward comes from the honor which the position confers on him, and the knowledge that he is serving his city, state, or nation.

**Lawmaking in the City.** — A most interesting way of finding out how the laws are made in our own community *is to* pay a visit to the lawmaking body while it is in ses-

ion. There is so much going on, however, that unless ve had some idea beforehand of what they were about, ve would only be more confused than ever as to how the aws were made. In some of our cities we find two bodies of men who make the laws. In other places we find but one. Such lawmaking groups are called legislative bodies. Where there are two bodies, such as we shall see later in the national congress, they consist usually of a smaller body, called the select council or the aldermen, and a larger body, called the common council. Sometimes there is but one body, which is then usually spoken of as the council. Let us consider the manner in which a law is made in a city where there are two legislative bodies.

The councilmen in each body have been selected so as to represent the people of the various sections of the city. The members of the smaller body usually represent a wider area or a longer district than those in the more numerous body. In both parties they have been selected by the voters in their various districts in a manner which is prescribed by the charter which the state legislature has made for the city. We find that each body has a chairman, president, or presiding officer, who directs the procedure and decides questions of order. Let us follow briefly the passage of a bill where there are two legislative bodies, or councils, or houses, whatever they may be called.

The business men's association of a certain section of the city have decided that a certain street in their neighborhood should be paved with wooden blocks. After discussing the matter at one of their business meetings, they begin a campaign to get the people along this street

interested in the matter. Then a committee of business men call upon the councilman from that district and urge him to take up the matter. He is probably by this time familiar with the demand which has come about as the result of the advertising campaign of the association. He agrees to sponsor the bill before the common or lower council. At a meeting of the council he rises at his desk, and reads the bill providing for this work. The president of the body refers the bill, a copy of which he has turned over to the clerk, to the committee on Highways. After consideration this committee reports the bill back to the council with their recommendation, let us say, that it be passed. In the meantime the bill has been printed and each member has been supplied with a copy of it. The bill now comes up for its "second reading." This time the bill is read paragraph by paragraph, and members of the body have the opportunity to speak for or against it. After this has taken place the bill comes up for "third reading." This time the title only is read. The roll is then called and the members vote for or against the bill. As soon as the vote is taken, the clerk announces the result. If a majority of the members voting, that is at least one more than half, have voted for it, it has passed. If it does not secure this number of votes, it has failed. If the bill has passed, it is then sent to the other branch of councils, where it goes through about the same procedure. If it secures a majority vote in this branch, it is sent to the mayor. If the mayor approves the bill, he signs it and it immediately becomes a law. If he disapproves, he returns it to the branch of councils in which it originated together with his reasons

for refusing to sign. This is called a veto. If the bill is to become a law over the mayor's veto, it must be passed again in both branches by a certain vote, for example, three-fifths, or two-thirds, according to the law of the city.

**Committees.** — There are so many bills which come up before the city councils that it would be very difficult, if not impossible, for any member to make a study of all of them so that he could vote wisely. In order that each bill may receive careful study we find that the council is divided into a number of committees. To each one of these committees is assigned a certain class of bills. The committee makes a study of the bills which are referred to it, hears evidence for or against the bills, and when ready submits to the council its recommendation as to what should be done.

Members of councils in many places are not paid for their services. This means that they must also be engaged in some other line of business. As a matter of fact many councilmen are employed by the city or county to fill rather important positions in the city government. This dual office holding as it is called is unwise, because it is likely to influence the councilman in his action on bills referring to the department of government in which he is employed. To overcome this we find in some places a single legislative body composed of a comparatively small number of men who are paid for their services.

**Commission Manager.** — In some of the smaller cities a new form of government is being worked out. Instead of the councils we find a small body, usually about five in

number, elected by the people. These are called commissioners. In this form of government, which is known simply as commission government, these commissioners made the laws and in addition each commissioner served as the head of one of the administrative departments. Out of this has grown the commission manager form of government, in which the commission employ an expert in city management to see that their plans for the city are carried out. One of the advantages of this form of city government is that responsibility for failures is easily placed, and as a result much better service is usually received.

**Lawmaking in the State.** — The legislative or lawmaking body of the state consists of two houses, just as we found two council bodies in some of the cities. Usually the official title of the state legislature is the General Assembly. The upper house is called the Senate and is like the Select Councils. The lower house is usually called the House of Representatives, although in some states it is referred to as the Assembly. The general plan of procedure in passing a bill is much like that which we described for the city council. There are the three readings, the action of the committees, and the final vote. When a bill has passed by a majority vote in both houses it is sent to the Governor. It becomes a law as soon as the Governor has signed it. If he refuses to sign it, he returns it to the house in which it originated. It is then necessary for it to pass both houses again, this time by a larger vote, usually *two-thirds*, if it is to become a law.

**Lawmaking in the Nation.** — The legislative or lawmaking branch of the national government consists of two houses, the Senate and the House of Representatives. The upper body is called the Senate and is composed of two senators from each state, elected by the people. The House of Representatives is the lower body and is composed of nearly four hundred and fifty members, each one representing on the average somewhat over two hundred thousand people who reside in a Congressional district. For the qualifications for membership in these bodies, methods of election, and so forth, see the Constitution at the end of the book.

The method by which laws are made by Congress is quite similar to that which we saw in considering the city and the state. Because of the large number of bills which are introduced every session, and there are usually several thousand such bills, the committee system is most necessary. Much of the business is transacted in committee and here the great majority of the bills which have been submitted are killed. We find the three readings just as in the city and state method, the final vote, and sending of the bill to the other house. A majority vote is required to pass a bill. After this has been secured the bill is sent the President. If he approves the measure, he signs it and it becomes a law. If he disapproves, he returns it with his objections to the house in which it originated, where it is reconsidered. If it is passed by a two-thirds vote in both houses, it becomes a law over the President's veto. The President may allow a measure to become a law by neither approving nor disapproving it within a time limit of ten days.

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PRESIDENT WILSON ADDRESSING CONGRESS

**The Executive and Lawmaking.** — We have seen how in both city, state, and nation, the executive plays an important part in the making of the laws because his approval is required before any measure passed by the legislative bodies may become a law. If he withholds his approval it is necessary that it be passed by a larger vote over his veto before it becomes effective. There is another way in which the executive shares in lawmaking. At the beginning of a session of Congress the President of the United States sends or delivers to Congress a message which he has written directing their attention to certain matters which he believes should be attended to by that body. President Wilson has followed the plan of Washington and Adams in appearing before Congress and addressing the members in person instead of sending the written message. The Governor of the state and the Mayor of the city also send messages to the legislative bodies calling their attention to necessary legislation. The executive, because of his position, has an opportunity to get a broader view of the affairs of the community than most other people and so is in a position to recommend legislation which will be for the best interests of the community.

**How the Three Governments Work Together.** — If we turn to the tenth amendment to the Constitution we shall find that " the powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people." In other words, unless a power is actually stated or implied in the Constitution as belonging to the national govern-

ment that power remains in the hands of the state. If therefore we were to go through the Constitution and discover just what powers are conferred on the various branches of the national government, and also note the restrictions on the states, all other powers remaining would represent the powers of the state. The result of this is that the great bulk of our laws are state laws. The city on the other hand is the creature of the state. That is, so far as the government of the city is concerned, it exists only because it is permitted by the state. The powers of ordinance making, for example, which our cities possess they have because the state has said that they might exercise these powers for themselves. The state, then, knowing just what powers belong to it after those which are granted to the national government or are prohibited by the Constitution are removed, and also just what powers it has delegated to the cities, has its own definite field of legislation. Thus each one of these communities, knowing just what its limits are, is able to make laws without encroaching on the field of the others.

**The Constitution.** — The national Constitution is the supreme law of the land. The making of this is a matter of history which we may read if we turn to our history book. There is, however, an important part of constitution making which is still going on at the present time. The Constitution provides that it may be amended from time to time. The method of amending the national constitution we shall find if we read Article V of that document. We should make ourselves familiar with the later amend-

ments, especially those referring to income taxes, election of senators, and prohibition.

**Lawmaking Directly by the People.** — In theory, of course, all the people have been making the laws under the various methods which we have just been considering. It sometimes happens, however, that the people want some particular bit of legislation made or it may be some law on the statute books repealed, but are unable to get their representatives to take the steps which they desire. In order that the people may always have an opportunity of expressing their desires directly, just as they had under the old town meeting method, we find in some places the operation of a direct method of lawmaking or law repealing. These are spoken of as the initiative and the referendum.

**Initiative.** — Whenever the people of a community enjoying this privilege desire to have a new law made and enforced and are unable to get it in the regular way, they draw up a petition in which they set forth the law which is desired. This petition must be signed by a certain number of qualified voters. It is then filed with the election officials. An election is then called at which the suggested law is submitted to the voters for their approval or disapproval. If the measure secures the necessary number of votes, it becomes a law and is placed on the statute books. Such laws cannot be vetoed by the executive.

**Referendum.** — In order that undesirable laws may be gotten rid of, the referendum has been put into effect

in certain places. The method is the same as in the case of the initiative. If the voters vote that the law shall be taken from the statute books this is done, and the undesirable law ceases to be of effect.

**Other Methods of Control.** — In some places the "recall" is in force. This enables the voters of a district to get rid of a representative who is not doing as the community desires, without having to wait until the completion of his term. A petition for his recall if signed by the necessary number of voters and filed with the election officers causes an election to be held at which time the people decide whether he shall remain in office or not. Provision is usually made to elect a successor in case the representative is recalled. Where this does not exist, the people may refuse to reelect a representative who has voted for legislation which is unsatisfactory and vote for a representative who has promised to repeal it. They may also use their influence to persuade the executive to veto the unsatisfactory law. The people must be interested enough in what is taking place in their legislative bodies to know what is going on and be willing to take the trouble if necessary to exert their influence for the measures which they desire. Few representatives will vote against the wishes of the people whom they represent if they know that these people are watching them.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What is the nature of the legislative body of your city? Of how many branches does it consist? What is its membership? Who *are the* representatives from your own ward or district?**

2. Pay a visit to the city council chambers to see these representatives at work. Write a description of your visit.

3. Take some ordinance which has been passed recently and see if you can find out why it has been passed.

4. How would you go about securing a bit of needed legislation which was to benefit your neighborhood?

5. What private organizations in your city help influence the kind of laws which are made?

6. What are the qualifications, term of office, and salary of your councilmen?

7. Secure if possible a copy of the handbook of councils.

8. Who are your local representatives to the state Legislature? How many people do they represent?

9. What are the qualifications, term of office, and salary of members of your state legislature?

10. What is the name of your local representative in the House of Representatives at Washington?

11. Who represents your state in the United States Senate?

12. What are the qualifications, term of office, and salaries of members of Congress?

13. Secure a copy of a recent message of the President to Congress. What are some of the laws which are recommended?

14. Study the preamble to the Constitution of the United States.

15. Examine the Constitution so as to be familiar in a general way with its arrangement so that you will be able to refer to it readily when necessary.

16. Are the initiative, referendum, and recall used in your state? If so, find an illustration of how they have been used.

## CHAPTER XIX

## ENFORCING THE LAWS

The legislative bodies of our communities have been making laws ever since the beginning of the community as an organized group. Many laws which have been made in the past, to be sure, either have been repealed or have fallen into disuse, but nevertheless there are still thousands of laws on our statute books. In addition to all these, there are many unwritten laws which have been handed down through the centuries. These are spoken of as the common law. Laws are so many and so complicated that the study of them constitutes in itself a lifelong task. The men and women who engage in this study of laws and in the practice of laws before the courts are called lawyers.

The mere making of laws, however, and the placing of them on the statute books would not accomplish anything for the community. For example, we might decide that the keeping of pigs within city limits constituted a nuisance and have councils pass an ordinance to that effect, and write it upon the law books of the community, but unless some one had the power to compel the people who were keeping pigs within city limits to remove them, the law might just as well never have been passed. Or suppose we were to decide that in order to make certain public *improvements* a tax must be paid by every property owner

in the city. Councils might pass the ordinance, but unless there was some one who had the power and authority to collect the tax the law would not be worth the paper upon which it was written. It is therefore necessary that we have more than a legislative body to make the laws and an executive to sign them, and even a court to see that they are properly interpreted and offenders sentenced. What is necessary is an organization which will be sufficiently strong to carry out the desires of the people.

The organized control by means of which the business of the community is carried on is called the government. The business of the community is the securing of the elements of welfare. In its effort to secure for itself health, protection, education, recreation, civic beauty, facilities for transportation and communication, wealth, and to care for its dependents, defectives, and delinquents, the community establishes for itself laws, customs, and officers. In the carrying out of the wishes of the community we need the machinery which exercises the power or control over the community and each individual within it. This machinery we speak of as organized government of the community.

**Departments of Government.** — In each of our three communities, city, state, and nation, we find the same plan of organization. There is the legislative or lawmaking branch, the executive or law-enforcing branch, and the judicial or law-interpreting branch. In the two previous chapters we have taken up briefly the organization and method of working of the legislative and judicial branches.

But these two branches would be helpless were it not for the law-enforcing branch. This constitutes the most extensive of all the branches of government, and it is the one with which we come most in contact.

Of all the officers of the law whom we see most frequently probably the policeman ranks first. He is a familiar sight to us all as we see him on duty as we go about our work or play. He represents the law in the community. Knowing just what the specific ordinances are in regard to conditions which should exist in our neighborhood, he goes about his business of seeing that the desires of the people are obeyed. If he sees evidence of persons disregarding the law, he calls their attention to it, or if necessary arrests them and brings them before the courts. The policeman may be used to serve as a good illustration of how the community has organized to see that the laws are obeyed. The policeman has his superior officers. Directly in charge of him and seeing that he carries out his instructions is the sergeant, who is over a number of men, and visits them while they are on duty. Above the sergeant we find the police lieutenant, who is in charge of all the police in the district. Usually above the lieutenant there is a captain of police who is responsible for the conduct of a number of districts. Over all the police of the city we find a chief of police, or some other official, who is held responsible for the conduct of the entire police force. He may be a commissioner of police or even director of the city department of public safety. The number of men represented in the entire organization may be up in the thousands. It is this group of men who are respon-

sible largely for the enforcement of the ordinances of the city, pertaining to the protection of life and property. The director of the department or the commissioner is responsible to the mayor of the city for seeing that all of this work is attended to. The mayor, however, is the chief executive of the city. He has been selected by the people and put in charge of seeing that the laws are carried out. Each policeman, therefore, as he goes about his business is really standing in the place of the mayor in carrying out the wishes of the people.

It is as if the people of the community had said: "We want to make sure that our lives and property are protected. We shall take this man from our number and hold him responsible for the doing of this thing. Mr. Mayor, you are to see that our lives and property are protected." But not only do they hold him responsible for the protection of their lives and property, but also for all the other elements of the welfare of the community. He must look after their health, their recreation, their business interests, and so forth. If the community were very small and the mayor very wise, he might possibly do all these things for the community by himself. But where the community is even of fair size, he cannot possibly do all these things by himself, but must have helpers. He therefore calls to his assistance men and women trained in certain definite lines of community service. To one, a skilled physician, he delegates the task of looking after the health of the community, to another its transportation problems, and so on. These people then become the heads of the various departments which are responsible for the

elements of welfare in the city. The job being so large, they in their turn employ assistants sufficient to do all the necessary work in the community. In this manner, power from the people delegated to the mayor is divided by him among a number of people, and each one is held responsible for his own share of the work.

The matter of public safety involves a number of things: for instance, police protection, fire protection, building inspection, and so forth. The entire organization which is responsible for all these things and over which the Director of Public Safety presides is often spoken of as a department. Fire protection is however a special branch of the work. The man in charge of this should be an expert in his line. The head of the Department may not possess this special knowledge. He therefore delegates this line of work to a chief who will handle all the matter of fire fighting and prevention. The organization which is responsible for this work will be a part of the Department, and is usually referred to as a Bureau.

We find this type of organization in city, state, and nation. That is, the executive, the Mayor, the Governor, or the President, is the representative of the people to whom has been delegated the responsibility for the enforcement of the laws of the community. For purposes of administration the work is divided into departments, as, for example, the Department of Agriculture, the Department of Commerce, and so forth. Over each one of these Departments we find a department head called, for example, *in the* nation a secretary, Secretary of Agriculture, Secre*tary of* Commerce, and so forth. The work of each De-

partment is divided up among the several Bureaus of which the Department is composed, for example, the Department of Agriculture has among its Bureaus the Bureau of Animal Industry, the Bureau of Forest Service, and so on.

The people of the nation are the source of all the power of the nation. It is they who have made the fundamental law or Constitution, planning the general organization of government and distributing powers among city, state, and nation. It is they who elect the executives or those who are to be responsible for enforcing their wishes or laws, just as they have elected the representatives who have made the laws, and either elected or had appointed the judges who are to interpret them and aid in their enforcement. Behind legislators, judges, and executives, therefore, is the American people. When a law is made it is their desire expressed. When it is enforced it is their act. The executive, while responsible to the people for the enforcement of all the law, delegates to assistants, department heads, the care of certain phases of the law. These in turn divide up the field for which they are responsible among others, the heads of bureaus. And these in their turn have under them, for the actual task of carrying out every provision of the law, a more or less complicated organization reaching down to the policeman, the fireman, the forest ranger, the game warden, the deputy marshal, and so forth who actually collect the evidence, make the arrests, and carry out the purpose of the laws in direct contact with the people who have set up the machinery of government.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. Show by means of a simple diagram the organization of the machinery of government to which each of the following belongs: the policeman; the fireman; the school teacher; the boiler inspector; the game warden; the inspector of mines; the postman; and any other in whom you are interested.

2. Who is in charge of each of the executive departments of your local government? How are they chosen? Who is the chief executive? Find out all you can about the services which he renders to your community.

3. Who is governor of your state? How is he elected? For how long? What are some of his duties?

4. Make a list of the various executive departments of the United States government. Place opposite each the name of the secretary who is in charge of the department. What bureaus do we find under each department? What are some of the services rendered to all the people by these bureaus?

5. By reference to the constitution find out what are some of the powers of the President of the United States.

6. How is the President elected? In what respect is the present method of election undemocratic?

## CHAPTER XX

## MEETING THE EXPENSES OF GOVERNMENT

The government of our communities, local, state, and national, is a tremendous business undertaking. In fact, it is the largest business in the United States. If we consider the number of people who are employed by our city to do those things for which the local government is held responsible, we find that they number from hundreds in the larger towns, to thousands in our large cities. They include the teachers, the policemen, the firemen, and the many other city employees. If we extend this so as to include our state, the numbers increase rapidly. But when we consider the national community with its army and navy, the postal employees, and so forth, we have a number which is enormous. When we consider in addition the activities of all these communities, we begin to realize to some extent what a great business the government of our communities is carrying on. All these employees must be paid. Operations of street cleaning, road building, irrigation, and countless other activities involve the expenditure of millions of dollars every year.

The business of the government of a community is solely for the benefit of the community. Each member of the community reaps the benefits which come to the *community as a result* of the services which are rendered

and the money expended. In fact, the community business is a partnership in which each member of the community is an active partner, sharing the benefits of the community effort and therefore sharing also the expense. It is because of the services rendered that the community comes to the individual member for his share in bearing the cost of securing the elements of welfare.

In return for the contribution which we make to the community we receive benefits far out of proportion to the money which we put in. Our health is safeguarded, our lives and property protected; our business interests are protected and provision is made that we may secure for ourselves some share of the wealth of the community; we receive the benefits of a free education, healthful recreation, and many other things. Such of our money as is spent through the organized government of the community is productive of better and farther-reaching results than any other investment we can make.

**Taxation.** — One of the means by which the community secures the money necessary for carrying on the many activities by which it provides for the elements of welfare is taxation. A tax is a compulsory contribution laid upon persons, property, or business, for the purpose of raising money for the proper conduct of the government. It is money which is collected from the members of a community in order that the running expenses of the community may be met and that the wishes of the community may be attained. It is really the manner in which the members of the community purchase for themselves the services *necessary* for their very existence as a community.

**Kinds of Taxes.** — Taxes are usually divided into two main groups — direct and indirect. Direct taxes are those which are borne by the person from whom they are collected. Indirect taxes are those which may be shifted from the one who pays them originally to the person who finally purchases the article or service upon which the tax was originally laid. For example, an income tax, or tax on the earnings of a person for the year, is a direct tax, since it must be borne by the one whose income is taxed and may not be passed on. An indirect tax, on the other hand, would be such a tax as might be laid on an article imported into the country. In this case, while the importer pays the tax in the first place, he sees to it that the price of the article when it is sold to the purchaser is sufficient to include the tax.

## FINANCING THE CITY

**Expenses of City Government.** — Except in time of war and the period immediately following, when the expenses of the national government have increased tremendously, the great bulk of the money secured by taxation is raised and expended by the city. It was estimated that before the war about sixty per cent of all money secured by taxation was raised in the cities of the nation. When we consider the many activities in which the government of the city is engaged, we are not surprised at this statement. The cities pay the salaries of policemen, firemen, teachers, inspectors, and numerous other government officials and employees. They pave, repair, and clean the streets; build bridges, wharves; construct

systems for water supply and sewage disposal; and do countless other things for the welfare of the city community. All this involves the expenditure of many millions of dollars.

**General Property Tax.** — The principal source of income to the city governments is the general property tax. Of this the largest amount is received from the taxation of real estate. Such a tax is probably the easiest of all taxes to assess and collect. Real estate is used by all members of the community. Owners or users of real estate receive a large proportion of the benefits resulting from the spending by the government of the money raised by taxes and should therefore be required to pay in proportion to their benefits. Each person's share in the expenses of the government should be determined by his ability to pay, and possession or use of real estate is a fairly good indication of one's wealth and therefore ability to pay. Then, too, if one is living in a house as a boarder, it is a simple matter for the proprietor to distribute a part of the cost of taxation, by including it in the board bill. In this manner it becomes in part indirect taxation.

**Assessment.** — In order that the amount of tax which each property owner should pay may be known, it is necessary to find out first the total value of property in the city. If we know how much money will have to be raised by real estate tax in order to pay the expenses of the government, we can readily determine the percentage of tax which each owner must pay. This is done by dividing the total real estate value of the community into the amount

which represents that necessary to be raised by this form of taxation. The result will be the percentage of tax on valuation which each owner should pay. For example, if it were determined that the expenses of the city would require that $1,500,000 be raised by real estate tax, and the assessed value of the real estate of the city amounted to $100,000,000, then by dividing this last amount into the former we would get as our result .015, or one and one half per cent, the amount of the necessary tax. In other words, there would have to be a tax of $1.50 on every $100 worth of assessed property in order to secure the necessary million and a half of money for the government. The value assigned to each property in the community is determined by the real estate assessors.

**Other Sources of Income.** — Where the city controls the water, gas, or other services rendered, there is an additional source of income available. Often, however, such services are rendered at as near the cost of maintenance, operation, and depreciation as possible, so that the net income is quite small. In addition to this there is the income which is received from the granting of licenses and permits. Then, too, the state quite frequently helps somewhat to defray the local community expense of the school system.

Special assessments are made on the owners of property when the city opens, grades, or paves a street, installs a system of water supply or sewer pipes, or in other ways improves the condition of the adjoining land and thereby increases the value of the property.

Another source of income to the city is by a method which is known as "excess condemnation." In the making of improvements the government will frequently have to purchase property, as for example in the construction of a parkway or boulevard. The city attempts to purchase this property in the regular way. Often, however, owners of such land are unwilling to sell to the city at the figures which they would take from an individual. In a case of this kind the government has the right to compel the owner to sell, awarding him a fair price for the property, which has been set by a jury of condemnation. But the building of such a parkway will mean that all the land in the vicinity will increase very much in value. In order that all the people may share in the profits arising from such an increase, the city will often acquire considerably more land than is actually required for the improvement. By holding this until after the parkway has been built, it may be sold at a considerable increase in price. The money so made belongs to all the people. It may be used to help defray the expenses of the project or for any other purpose to which the people care to put it. In this way all the people of the community profit instead of a few individuals.

**Borrowing Money.** — Permanent improvements, such as the building of bridges, construction of streets, installation of filtration plants, and so forth, require the expenditure of large sums of money. It is not only the people, however, who are living at the time the improvement is made, but also those who are to come after them who will profit by the operation. Such a project is a benefit to the

city for many years. Instead of taxing the people or placing an assessment and requiring the present population to stand all the expense, the money is frequently borrowed to be paid back over a period of a number of years. The city owns much property which may be regarded as security for money which it borrows. Bonds are therefore issued and sold. The money received from the sale of the bonds is used to pay for the improvement. The people who hold the bonds are paid a certain rate of interest on their money, and out of the regular taxes assessed each year, a sinking fund is provided with which the bonds may be paid off when they mature.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Secure a copy of a tax receipt for your city. Note how the money is apportioned to meet the various expenses of government.**

**2. How much money was raised by your city last year? What was the tax rate? Estimate the assessed valuation of the city property.**

**3. What is a poll tax? Why do some people oppose the collection of this kind of tax?**

**4. What is the amount of debt of your city?**

**5. Discuss the business management of city operations. Should they be self-supporting?**

**6. Explain why a man who sends his children to private schools should be required to pay a tax for the support of the public schools. What indirect benefits does he receive from the public school system?**

**7. Why is the finance committee of the legislative branch considered of great importance?**

**8. Is the budget system used in your city? How is it operated?**

## FINANCING THE STATE

When the city dweller pays his tax to the city treasurer, he is paying at the same time his county and state tax.

The county commissioners have fixed the amount which is to go for county purposes, while the state legislature has determined what shall be required for the state. But in addition to this tax, which is based on general property, the state has other sources of income.

Many of the states secure a large part of their revenue from the taxes which are laid on corporations. It would be a difficult matter to have each individual pay a tax on the shares which he holds in these business concerns. It is a much simpler matter to tax the corporation on its earnings or on its total capital stock. In this way the state is sure that all of the stock is taxed, for the money which is required to pay the tax is deducted from its earnings by the corporation before a dividend is paid to the stockholders. In this manner also the burden of the tax is equally distributed.

About three-fourths of the states secure revenue by taxing inheritances. When a person dies and leaves money or property, these states require that a certain percentage of the value be paid as a tax to the state. The amount which is charged varies with the amount of the inheritance, a larger rate being charged on large fortunes than on small. Other sources of revenue are taxes on automobiles, legal papers, money at interest, poll taxes, and so forth.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. Make a list of the sources of income of your state. What was the total amount collected from all sources last year? For what purposes is this money expended?**

**2. *How* and by whom are your state taxes collected?**

**3. Why do not states tax articles being brought into them from without?**

**4. For what purposes does your state use the money which it collects?**

## FINANCING THE NATIONAL GOVERNMENT

If you turn to the eighth section of the first article of the national constitution, you will find that it states that "Congress shall have power to lay and collect taxes. . . ." About half of the revenue of the national government in normal peace times has come from the tax which Congress has laid upon goods which are being brought into the United States. The rest of the revenue comes chiefly from internal revenue, or taxes laid on goods manufactured in the country, and from the taxation of incomes.

**The Tariff.** — The schedule of rate which Congress prepares which indicates how much the tax shall be on all imported goods is called the tariff. Because of the lower wages paid in other countries, it is possible for manufacturers in these countries to send many commodities to the United States, and the purchaser after paying a considerable tax to the collector of customs at the port of entry is able to sell these goods at a profit. So long as the rate of tax is kept just low enough to permit this profit it is a source of much income. When, however, it is raised to the point where the tax eats up all the profits, it is no longer desirable to import such goods and the result is that they are shut out of the country. A high protective tariff has been used to protect American industries but may be made so high that much needed foreign goods are kept out.

**Income Tax.** — The subject of income taxes was for many years a much disputed problem in our country. It was recognized that an income tax afforded a fairly easy manner of raising money for the government. As the money has to be obtained in some way, it was argued that to tax incomes was a sure way of having the tax apportioned among the people so that its burden would be shared according to the ability of the people to pay. It was, however, decided by the Supreme Court that such a tax was unconstitutional. In order to overcome this difficulty, the Constitution has been amended, and we have in the sixteenth amendment the power granted to Congress "to lay and collect taxes on incomes." Under the laws which have been passed by Congress under the authority of this amendment enormous revenues come to the national government.

In order that hardship might be avoided the tax on incomes is carefully graded. There is a limit below which the tax does not operate. Then, too, if a man is married the limit is increased. The percentage of tax on the amount of income received above the exempted limit is graded so that it increases from a small tax for small incomes to a very heavy tax on large incomes.

**Excises or Internal Revenue Taxes.** — An excise tax is one which is levied on the manufacture and sale of articles produced within the country. Until the passage of the laws prohibiting the manufacture and sale of alcoholic beverages, a very considerable income was received by the *government* through the tax on their manufacture and

sale. Tobacco is taxed in this manner. If we examine a box of cigars we shall find the government revenue stamp pasted on the box so that it is impossible to open the box without destroying the stamp. At the present time the use of excise taxes has been tremendously increased. In order to help meet the extra expenses which the government faces as a result of the great war, all articles of luxury are taxed, as well as drugs, perfumes, and so forth. The government is also receiving revenue from taxes imposed on all sorts of legal papers and documents.

**Borrowing Money.** — There is probably hardly a school boy or girl in the United States who has not been a bond salesman for Uncle Sam. During the five Liberty Loan campaigns the boys and girls of the schools of the country did a most splendid service. Many of us are ourselves the proud owners of such bonds. We have learned to feel that the holding of these bonds indicates that we are part owners of the government. It was by the issuing of bonds to the amount of several billions of dollars that the government was able to meet the immediate expenses of raising and equipping an army and navy, and transporting more than two millions of soldiers across the Atlantic. This money the government now owes principally to the citizens, who make up the government itself. We are taxing ourselves to raise money to be able to pay off our indebtedness to ourselves. With the close of the war the public debt has mounted to over twenty-six billions of dollars. The income from all sources to the national government for the first year following the war is estimated

by the Secretary of the Treasury as being about six billion, five hundred million dollars.

**Appropriations.** — The expenditure of the money which is raised by means of taxation and other sources is spoken of as appropriation. Just as the legislative body has the power of laying the tax, so it has the right to say in what manner the money shall be expended. This power of making appropriations gives the legislative bodies a control over the executive, since they are able to hold up appropriations which are needed by the executive branch of this government. In this manner they are able at times to influence the action of the executive.

**Budget Making.** — The money which is raised in city, state, and nation is for the purpose of meeting the expenses of government. We have seen how in determining the tax rate it is necessary to determine the amount of money which will be necessary to meet the requirements of the government during the period for which the taxes are being raised. The carefully calculated summary of the expenses of the government for a stated period, together with the estimate of means of revenue to meet these expenses, is called a budget. This is so important that in many of the governments in Europe we find an officer, who is a member of the Cabinet, whose business it is to prepare such a budget. In the United States, on the other hand, except in a few places we fail to find the budget system used. Of course there are estimates, but they are rather in the lines of recommendations, and are treated by the executive and the legislative bodies as they see fit.

Often appropriations are made without reference to the amount of money in the treasury. If the revenues and expenditures come out fairly accurately, it is usually the result of accident. If careful planning is necessary in the spending of the small income of a household, it is even more necessary in the spending of the millions of city, state, and nation. A budget system for the national government is likely to be made effective in the near future.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. How are duties on imported goods collected? Describe what takes place when a traveler returns to the United States from a visit to another country.**

**2. Plan a debate on the subject of high protective tariff *vs.* a revenue tariff.**

**3. What incomes are exempt from taxation under the present law? What are the rates of tax on incomes above the exempt levels?**

**4. What arguments could you advance against the proposition that the manufacture and sale of intoxicating beverages should be permitted because of the revenue which they bring to the government?**

**5. What advantages do thrift stamps and War Savings stamps possess as means of saving? Of what advantage are they to the government?**

## CHAPTER XXI

## PARTY GOVERNMENT AND CIVIL SERVICE

We have seen how in the United States the laws are made, interpreted, and enforced by the representatives of the people. These laws are merely the expressed or formulated will or desire of the people and are regarded just as if they had been made by all the people gathered together. The representative is not expressing merely his own ideas and opinions in regard to matters of public welfare, but those of his constituents, as the people whom he represents are called. He has been elected to represent them and to express for them their point of view and wishes.

We all know, however, that it is practically impossible to find any group of people who think in just the same way about all matters. In fact, even in closely organized groups, where the numbers are small, and where the purpose of the organization is very definite, we are likely to find quite divergent views held by different members. Far from being harmful, this is considered a very useful and healthful state of affairs, for it indicates that the people are thinking for themselves. If there are differences of opinion in even so close a group as our own family, how much more likely are we to find a difference of opinion *in the group* which constitutes the community, city, state,

or nation, with their problems consisting of all the elements of human welfare.

It would seem, then, that it would be practically impossible for one person to represent a large number of others, for instance, a representative in Congress standing for over two hundred thousand people, or a governor of a state, representing the millions of the state's population, or even the President standing for the hundred million citizens of the national government. Yet this is the system upon which our country was organized, and under which it has been running successfully for nearly a century and a half. Let us see what some of the principles are which underlie the plan of organization.

Every community is held together by the commonness of interests among its members. In city, state, and nation, there exists the common interest in the elements of welfare. The differences of opinion where they exist are in regard to the manner in which the welfare of the group is to be attained. All are interested in the one common object. How to attain the goal desired is the only question of controversy. There are usually a number of ways of accomplishing almost anything which we set out to do. Some will favor one method, others another. In a democracy the will of the majority decides, so when we find that the majority want a thing done a certain way we do it that way. A good sport does not hold off and quarrel when he finds that his way is not the way others want the thing done.

In every community there are many matters which require the attention of the people as they strive for the welfare of all. Some of these things are more important

than others. A few, or it may be even one, of these is of such great importance and interest that the people are willing to make the manner of handling this matter the principal reason for selecting their representative. When such a matter arises, it may be the question of city contracts, or state highways, or national tariff and it is spoken of as an issue.

We are all familiar with the scenes in our community on election day. We have seen the busy polling places where the voters come to take part in the election. We have all of us heard our parents and older members of the community talking about the elections, and we have probably felt ourselves to be Republicans or Democrats, or of some other political party. Of course we know now that our reason for feeling so strongly, one way or the other, was because the grown folks with whom we lived favored one party or the other. There was a time when one inherited his political belief just as he did his name. There are to-day many people who are Democrats or Republicans, just because their fathers or grandfathers were of that political belief before them. Many people are, however, coming to see that the problems of fifty or a hundred years ago are not the problems of to-day. What is needed is not the blind following of a name but the understanding of the condition and needs of the country.

Our first great national parties, the Federalist and the Anti-federalist, grew out of conflicting views as to how the new national Constitution should be interpreted. While there were many other questions to be solved, this one was *for the time* being the most important. So it was that

there grew up two great parties around which the people flocked, the one standing for a strict and the other for a loose interpretation of the Constitution. From time to time other matters of great interest have come up before the country. Slavery, the high protective tariff, free silver, and many other issues have been of such importance as to be the one great idea in the minds of the people. If we were to follow these issues through our histories, and also the political parties which stood for one side or the other, we would find that the two old parties, Federalist and Anti-federalist, have under different names continued down until the present time. Of course there have been many other parties which have arisen to support some special idea, such as prohibition, but it is seldom that they have ever become the dominating party. The reason for this is that just as soon as the idea for which the third party is standing becomes so important that it looks as if it were going to become one of the questions upon which the elections might be decided, the two principal parties adopt the idea as their own. Of course the existence of the third party has been largely responsible for this being done, and so its usefulness can be justified. Another change which is also likely to happen is that the growth of an idea may so dominate the country that the very nature, leaders, and policies of an existing party may be changed. The party then remains still one of the two great parties of the country. There are some people who believe that there can never be more than two great political parties in the country.

There is, underlying every political party, some dominating idea upon which the followers of the party are

agreed. In the case of the nation this must be a question of nation-wide importance, and big enough to overshadow all other ideas. If the people who hold to this particular idea want to see it become a policy of the national government, it is necessary that they send to Congress a sufficient number of representatives who will make the laws necessary to put it into effect. That is, they must make sure that they have in Congress a majority of the members who favor the laws which they desire. Then, too, it is necessary that there be in the presidential chair a man who is in sympathy with this idea, and who will make every effort to see that it becomes a part of the law, and that it is enforced after it becomes a law. If this is to be accomplished the people of the nation who hold to this particular idea must put aside individual preferences and unite in their efforts to elect a President who will favor their point of view. In each state and congressional district there must be the same working together to elect Senators and Representatives who will act in accord with this plan. It is impossible for the people who hold the same political views to come together and decide who shall represent them and formulate their policy of government. It is necessary therefore that they organize themselves in such a way that the principles for which they stand may be so expressed as to represent the feeling of the whole, and that the candidates for the various offices be so selected as to insure the selection of the right people to represent them. The campaign for the election of their candidates must be also planned and carried out. This means that *machinery* for doing all this must be built up. Such

machinery is called a political party, and it is through such political parties that our country is governed.

## PARTY ORGANIZATION

**Committees.** — We have probably seen an election in progress. We know that the voters who come to the polling place nearest our homes are all from our own immediate neighborhood. The area in which these voters live is called an election district or precinct. There may be almost any number of voters in the district from just a few up to three or four hundred. They probably represent almost all of the political parties. We know that even our next door neighbor may be of a different political belief from ourselves.

**Local.** — Usually the voters of each party in the precinct select two members of their own party to look after the party interests in the precinct. The precinct committeemen of the ward constitute the ward committee. Each ward committee in turn selects members to represent it on the city or county committee. In other words, there will be a precinct, a ward, a city, a county committee, for each political party. The local committees try to keep up the interest of the voters in their party. They work up the vote for their own candidates, and on election day try to get all the voters of their party to go to the polls. The ward, city, or county committees look after the general interests of the party in the wider area, and determine largely the policy of the party in matters pertaining to the local community. They are also instru-

mental in determining who shall be the candidates for the various offices at the elections.

**State.** — Above the county committee we find the state committee, usually composed of members from each county or senatorial district. This committee deals with political matters of state-wide importance. It keeps closely in touch with the political situation in the several counties and lends aid when there is likely to be a close contest in any given county. It plays an important part in determining the state political policy and in selecting the candidates for the various state offices.

**National.** — Every national political party has its national committee. This committee is made up of one member from each state. The state representative on the national committee is usually the strongest political power in the state. The national committee deals with matters of national importance. It directs the national nominating convention at which the candidates of the party for the offices of President and Vice-President are selected and the party platform made up.

**National Nominating Convention.** — Once in every four years the national political parties hold what is known as the national nominating convention. To these conventions each political party sends a number of representatives equal to twice the representation which the state has in Congress. Each party holds its own national convention. A large city is usually selected as the scene *for the* convention. The delegates, with their flags and

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A National Nominating Convention

banners, together with the great crowds which are usually attracted, form a most interesting and exciting sight. Many of the states' representatives come prepared to boost some favorite son for the nomination. The convention usually runs for three or four days while one after another of the candidates is eliminated from the race. By the close of the convention, however, the candidates for the office of President and Vice-President have been chosen.

**Party Platform.** — In addition to the nominating of the candidates for the presidency and vice-presidency, the national convention draws up the party platform. This is a document in which the party tells what it believes in and stands for, and what it promises to do if it is put into power at the coming elections. There is of course the statement of the standing of the party on the main issue of the campaign, and also its attitude toward many other problems which are of national importance. These various items are spoken of as the planks of the platform. Unfortunately, at times, some planks are put into the platform with the sole object of drawing votes and with no intention on the part of the leaders to have the pledges carried out.

Before adjourning, the members of the national committee are selected by the various state delegations for the next four years.

**Political Clubs.** — The political club plays an important part in the political life of most communities. Composed of the voters who are usually most interested in the *politics* of the community, they form a place of close con-

tact between the voter and the political worker. Then, too, in the campaigns preceding the election, the political spirit of the community is sensed in this manner. The club often plays an important part in keeping things stirred up and interest alive in the coming election.

**The Campaign.** — Preceding every election there is always a campaign to interest the voters and to try to secure more votes. In former times this was often a source of much excitement to the community. There would be night parades, with an abundance of red fire and other fireworks, followed by political meetings, often in the open air, at which the party orators would endeavor to persuade the voters of the righteousness of their party's cause and the quality of their candidates. While there is still some of this older method used, for the most part the campaigning is carried on through the newspapers. As people become more and more intelligent, attempts to influence their votes through exciting methods become of less importance, and the effort is made to show by an appeal to their intelligence that certain issues are best decided in certain ways and that particular candidates are best fitted to carry out the wishes of the people.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What were the issues of the most recent election in your community? How many people and how much of the country did they affect?**

**2. Find the names of the committeemen of each of the political parties in your precinct. If any boy or girl happens to be related to or acquainted with one of them, find out what you can about the organization of the political work in your ward and city.**

**3. Whom do we usually find most interested in the political work of our community? Who should be interested?**

**4. Why is it the duty of every citizen to keep in touch with the workers of the party which most closely represents his views?**

**5. What effect would it have on the political life of the community if every one were interested enough to work for the cause he believed to be right?**

**6. Find out all you can about the organization of your state committees. Which member represents the people of your district?**

**7. What are the names of the men who represent your state on the national committees?**

**8. If possible secure copies of newspapers giving the account of the most recent presidential nominating convention.**

**9. Secure copies of the party platforms of each of the political parties. To what extent has the party now in power lived up to its promises in the last platform?**

## ELECTION MACHINERY

Election day is the great day toward which all party organizations look. It would little matter how splendidly organized the followers of a political party were, if, when election day came around, their voters did not go to the polls and cast their ballots for the candidates of their party. Party machinery is the outgrowth of the popular election system of the country. Let us see who the voters are and what they do.

**Suffrage.** — Suffrage, or the right of voting, has been left by the Constitution entirely in the hands of the states. The first restriction which was placed on the states was made by the fourteenth amendment to the Constitution, which provided that if any state were to deny the right to vote at any election for the choice of electors for Presi*dent and* Vice-President, and certain other national and

state officials, the representation of that state should be proportionately reduced in Congress. This was followed by the fifteenth amendment, which asserted that the right of citizens of the United States to vote should not be denied or abridged, because of "race, color, or previous condition of servitude." There is at the present time an amendment before the country which when it has been passed by three-fourths of the states will become the nineteenth amendment. It gives the right of suffrage to the women of the country. Many of the states already grant full or partial suffrage to women.

An age requirement of twenty-one years is held in all the states. Citizenship is necessary in almost all of the states, although some allow an alien who has declared his intention of becoming a citizen to vote in certain elections. Most of the states require certain residence qualifications in state and election district. This prevents the importing of voters from other sections for the purpose of carrying an election by fraud. In certain states an educational qualification is required.

**Personal Registration.** — Because of the large numbers of voters in a district and the shifting of the population it is a rather difficult matter for the election officials to know all the voters of a district, especially in our large cities. This has made possible quite a little fraudulent voting, which is called repeating. This means that a person goes from one polling place to another and votes at each one under an assumed name. In order to overcome this practice we find in some of our states that the election laws re-

quire personal registration of the voters. On a certain set day all those who desire to vote at an election must appear in person before the registrars of the district and answer certain questions. These answers, together with a description of the voter and his signature, are recorded in a book made for this purpose. At the time of the election it is possible to identify each voter, and if necessary to require that he prove his identity by means of his signature.

**Party Enrollment.** — In order to select from the many applicants the candidates who are to represent the various parties at the election, a primary election is held. We shall describe this more fully in a later paragraph. At this election, the members of each party vote on their own party ballots for the candidates whom they desire to select. Unless there were some restriction it would be very easy for the members of an opposing party to ask for the ballots of their opponents and to vote for candidates who could not possibly be elected if they were to be placed on the ballot at the general election. This trick is called swamping the other party. To prevent this, the voter who desires to vote for candidates for other than non-partisan offices, such as judges, is required to enroll at the time of registration. He must then state, should he care to vote at the primaries for candidates of a certain party, that he desires to be enrolled with that party. In this way swamping is prevented.

**Nominations.** — In the United States any citizen is *eligible* to public office if he fulfils certain qualifications.

There is one restriction on this in the case of the Presidency and Vice-Presidency, in which one must be a natural-born citizen of the country. Formerly the various parties selected their candidates for office by means of a caucus or convention. A caucus was a private meeting of members of a political party for the purpose of selecting candidates. Usually this consisted of the meeting of the political leaders, who made the choice. The convention we have just described in telling of the nomination of the President and Vice-President.

**Nomination Petition.** — In many of the states to-day we find that nominations of candidates for the primary elections are made by petition. That is, the name of any citizen who possesses the necessary qualifications will be placed on the ballot, provided a petition to that effect has been signed by a certain number of friends or supporters. The number of signatures required varies with the office, a few only being required for some local position, while a thousand or more are required for more important city and state offices. This petition is then filed with the county or state officials in charge, according to whether the office is local or state. All properly qualified citizens nominated in this manner from whom the party voters are to select their candidates, have their names printed on the primary ballot.

**Primary Election.** — At some time before the general election, a primary election is held for the purpose of nominating candidates who are to represent the various parties

at the coming elections. This election is held in the regular polling place, and is conducted in the same manner as a regular election, except that each voter, as we have seen, receives the ballot of the party for whose candidates he is eligible to vote. This has been determined by his enrollment at the time of registration. The ballot which he receives contains the names of all the candidates for the nomination to the various offices for which the party is to nominate for the coming elections. After the polls have been closed the election officials count the votes. The name of the successful candidate for each office in each party is now ready to be placed on the ballot for the general election.

Occasionally, when a considerable number of citizens are dissatisfied with the results of the primary nominations, a new party will be formed under a new name and with candidates who were not nominated at the primaries. This is done by means of petition. It is usually necessary for the petition to have the signatures of a certain per cent of the voters at the last general election.

**General Election.** — Elections for President are always held on the Tuesday after the first Monday of November every fourth year as, 1916, 1920, 1924. Practically every state chooses its representatives to Congress and its state officers at this election. By choosing county and city officers in the following year, then state officers and congressmen the next, the county and city the next, and on the fourth year repeating the Presidential election, city and county politics are kept separate from state and national *politics*, as they should be.

The polling places are usually located with reference to the convenience of the voters. The district or neighborhood from which the voters come is often spoken of as a precinct. At the polling place we find the election officials. There is always a judge of the election, and two or more inspectors and clerks. In addition to these officers we find that each party is represented by watchers, who check off the name of each voter as he appears. If they believe that a voter is not qualified to vote they challenge him. The record made at the time of registration is then checked up and the voter required to prove that he is entitled to vote. After he has been properly identified, he receives a ballot, which he carries into a booth, where, protected from the view of observers, he marks his ballot in secret, indicating by means of a cross the party or the candidates for whom he desires to cast his vote. He then comes out of the booth and deposits his folded and secret ballot in the ballot-box. In some states ballots are so arranged that it is possible to vote for all the candidates of any given party by marking a single cross in the square before the name of the party for whose candidates one desires to vote. Another form of ballot has all the names of the candidates for a certain office grouped together, so that each office must be voted for separately. This requires that the voter read his ballot more carefully and encourages independent and intelligent voting. In a few places we find voting machines in use. These resemble somewhat a cash register, the names of the candidates being printed on small slips of paper, and arranged on the various levers. By pressing down on the levers bearing the names of the candidates

A POLLING PLACE

The men seated at the table on the left are clerks of the Board of Registry; those standing behind them are watchers. The ballot booths are in the background. On the table on the right are the ballot-boxes, one for the actual votes, the other for the stubs which carry the number of the ballots. The voter begins by registering at the forward end of the table. At the farther end he receives a ballot and passes into one of the booths, marks it and hands it to the clerk who drops it into the ballot-box.

for whom one desires to vote, a vote is automatically registered. The machine is so constructed that it is possible to vote for but one candidate for each office. It acts also as an adding machine, so that the total of the votes cast is available the minute the polls close.

**Counting the Vote.** — After the polls have closed for the day, the ballots are removed from the boxes into which they have been placed, and the votes received by each candidate are recorded on a tally sheet. Where the officer elected is voted for only by the voters of the precinct, the result of the election is known as soon as the ballots are all counted. In the case of a presidential election, however, all the votes for the electors for the state must be in before we are sure of just how the state will go in the election. The newspapers, by watching the doubtful states as they are called, where either party may win, and by counting certain states as being sure for one side or the other, often predict the election of the candidates for a certain party before midnight of the election night. There are, however, times when a number of days pass before the result is surely known. In fact, in a recent election, the candidate for one party was announced in the papers as the winner, only to learn after a day or two that one doubtful state had given the election to his opponent. We should notice in passing that the voters do not vote directly for the President, but for Presidential electors, who, in turn, assemble some weeks later, usually at the state capital of each state, and vote as they have been instructed. The counting of the electoral votes is done by Congress.

Long before this, however, the people know who is to be the next President.

**The Recall.** — Just as it is possible for the various parties to nominate their candidates by petition, so it is also possible in states where the recall exists for the voters to get rid of an undesirable official. This is done by presenting to the election officials a petition requesting that an election be held to decide whether or not the present official should remain in office. The chief advantage of the recall seems to be that where it is in force there is seldom, if ever, any need for using it, as the possibility of its being used is sufficient to produce the desired results.

**The Short Ballot.** — If we were to examine the ballot which is placed in the hands of the voter on election day, we would realize what a complicated thing it really is. There are usually so many offices to be filled and so many candidates for each office, that the ballot must of necessity be very large. In fact, it is sometimes spoken of as a "blanket ballot." Often it is as large as two extended pages of a large city newspaper. Of the many names on the ballot, even the best-informed voter could scarcely be expected to know but a few. Usually what happens is that one or two of the candidates for the highest offices to be filled are known, either because of something they have done, or because of newspaper publicity. Sometimes the voter knows only the party names which appear. This means that the average voter votes for the great majority of the candidates blindly. Such a system of selection may not result in the choice of the best man for the office.

In order to overcome this difficulty we find that the short ballot is gradually being adopted over the country. Instead of having the "blanket ballot," with its hundred or more of candidates, the ballot contains the names of the candidates for only the most important offices. By reducing the number of names on the ballot the voter is better able to make a study of the candidates and vote for the ones who in his judgment are best qualified for the offices. Positions of less importance, it has been found, are much better filled when the individual ability of the candidate for the place is considered. These offices then are filled by appointment, the fitness of the candidates being determined by civil service examinations.

## SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

**1. What provisions do we find in the Constitution in regard to the right to vote?**

**2. What are the voting qualifications in your state?**

**3. If personal registration is required in your state, find out just what questions are asked by the registrars. It would be interesting to plan at this point to have an election in the class. The first step would be that of registering the pupils. The same questions might be used as in the case of regular registration. After the other steps in the process of elections have been discussed each one might be acted out by the class, including the election by ballot of class officers.**

**4. Find out from a political worker how nominations for minor city offices are made. What part does the committee take in this work?**

**5. Secure copies of specimen ballots from recent elections. What type of ballot is used in your state?**

**6. Make a map of your precinct showing the location of the polling place.**

**7. Explain the method by which the President of the United States is elected.**

## CIVIL SERVICE

The carrying on of the work of the government in city, state, and nation involves the use of the services of many thousands of persons who are not elected to their positions, but appointed by officials who have been elected by the people. Out of the abuse of this power of appointing, arose the "spoils system." By this is meant that the newly elected officials to public office regard the positions of the workers in the various departments of government as spoils of war. There are thousands of clerkships, positions as postmaster, and so forth, with which they may reward those who voted for their election. For many years the policy was to discharge from office great numbers of such workers who did not belong to the party which had just gotten into power, and to appoint in their stead its own friends and political workers. This is spoken of as patronage. It gives to the elective official a means of controlling the votes of all these appointed people and helps them to keep themselves in political office.

The ability of a man as a policeman, a fireman, a stenographer, a bookkeeper, a building inspector, a postman, or what not, certainly can not be measured by his particular political faith. These duties have to do with one's business ability and training, and if the community is to be well served in such matters, only the ability of the candidate or the office-holder should be considered. It *is only* when we recognize that the business of running a *government*, be it city, state, or nation, is a business, and

should be conducted on business principles, that we shall get the best possible kind of government.

**City Civil Service.** — Many of our large cities have removed the majority of positions requiring especial training or fitness from the hands of appointing officials and placed them under civil service. We usually find a civil service commission selected in such manner as the law directs. This commission is really the employment bureau of the city, and looks after the needs of the city just as such a bureau would look after the interests of any private business concern. The commission prescribes the examination which is to be taken by the applicants for any position. There may be a physical, as well as a mental, examination required. The experience and training which the applicants have had is considered, and at times a practical test is given to see whether the claims which the applicant has made are true. In filling certain positions, requiring expert knowledge and experience, the applicants prepare at their homes the papers which they are to submit, and send them to the commission. Books and scientific articles by candidates may thus be examined. In this way the city is sometimes able to secure the services of an expert in a certain line, who is living in another part of the country, and who would not be able to come to take an examination, but who would come to fill a position if awarded the place. The applicants are given their ratings by the examiners of the civil service commission. The names of all successful candidates are then placed upon an eligible list

from which appointments are made. Such appointments are usually on probation. That is, the position is not made permanent for a number of months, during which time the applicant has the opportunity to prove his fitness or unfitness for the place.

**National Civil Service.** — There are now over five hundred thousand persons in the national public service, more than two-thirds of which number had to pass civil service examinations before becoming eligible for appointment. The offices which are filled by competitive examinations are designated by the President. The civil service act of 1883, which organized the Civil Service Commission, removed from the President a tremendous burden and responsibility. To-day fourth-class postmasters, letter carriers, railway mail clerks, postal clerks, clerks in all the government departments at Washington, in fact practically all appointees who require special knowledge and skill are appointed only after competitive examination.

The Civil Service Commission consists of three members, appointed by the President. There are also a chief examiner and assistant clerks. Provision is made that the commissioners must not all belong to the same political party. Under direction of the commission examinations are given whenever there is a vacancy or need for additional assistance. The appointment is made from the highest names on the list of successful applicants.

### SUGGESTIONS FOR FURTHER STUDY AND DISCUSSION

1. **Secure literature advertising coming civil service examinations.**
2. **If possible secure copies of questions asked at recent examina-**

**tion for positions with the local government. What school subjects would help you to pass these examinations?**

**3. What is meant by the "spoils system"? By whom was it first introduced? What evil effects did it have? What incident marked the turning point for the present civil service reform?**

**4. What offices which are now elective would in your judgment be better filled if they were to be made appointive under competitive examination?**

# THE LOYAL CITIZEN

## CHAPTER XXII

### AMERICAN IDEALS AND CITIZENSHIP

It has ever been a wonderful privilege to be an American citizen. From the earliest days of American independence, men and women have been willing to serve, sacrifice, and if need be, to lay down their lives, that the principles of freedom for which our nation has stood might be maintained. A glorious history lies behind us. For nearly a century and a half, America has stood for liberty before all the world, and as a refuge for the oppressed of every land. To-day she has taken her place, first among the great nations of the world. We are her sons and daughters, her citizens, and into our hands have fallen the duties and responsibilities of citizenship. Are we going to prove ourselves worthy of so great a trust?

In ancient Athens, the young Athenian, assuming the duties of citizenship, took a solemn oath that he would bring no disgrace to his city, and that he would endeavor to transmit it to those who came after him, greater, and better, and more beautiful than it was when he received it. What an ideal for the young citizen! If every American boy and girl would take and keep such a pledge, what a wonderful future would lie before us!

In the charter of American independence, the Declaration of Independence, we read that, "All men are created equal, and are endowed by their Creator with certain inalienable rights among which are life, liberty, and the pursuit of happiness." To secure the independence which was necessary for the realization of these ideals, our forefathers fought and died. To perpetuate that independence, and pass it unsullied to their children, generation after generation have toiled and served and sacrificed. We who are living to-day have seen these great American ideals extended until they have reached far beyond the boundaries of our great nation and have been realized in our service to our sister nations who were struggling for world liberty against liberty's most dangerous enemy.

American citizenship carries with it to-day far greater duties and responsibilities than ever before. The very greatness of the nation makes its position more perilous. The nation is "many in one," and the true greatness of the nation lies in the strength of character of the individual citizen who makes up the nation. The true greatness of a nation is not to be measured in terms of material wealth. Territory, riches, armament, power, are but the outward signs. It is in the character of the individual citizen that we find the real measure of a country's worth. The men and women, boys and girls, are the city, the state, and the nation. In so far as they are loyal citizens, living up to their country's ideals to the best of their ability, are they advancing their country's interests and adding to her glory.

The nation is a community because of its commonness

of interests. Binding all together, above the interests in the elements of community welfare, is the loyalty of the citizens to the purposes and ideals for which the nation stands. It is this which eliminates sectional differences, which wipes out boundaries, so that the whole country is one in thought and feeling. In a time of great national peril, patriotism runs high. Men and women volunteer for service for their country. Boys and girls are brimful of patriotism, and fret because they are not old enough to serve in their country's cause. War is a great arouser of that deep emotion, love of country. But love of country and patriotism are just as needful in time of peace as in war. In fact, it sometimes requires deeper love of country to serve in the quiet walks of everyday life, than when drum and trumpet are stirring our emotions. There are certain things which every boy and girl may do which are true evidences of their patriotism.

Underlying good citizenship is the cultivation and daily practice of those civic virtues which make for right living and right relation with one's fellows. Obedience to parents and those in authority is the surest way of proving that one has those traits of character which will make for real leadership in later life. Kindliness, courtesy, helpfulness, thoroughness, punctuality, truthfulness, honesty, and many other habits which we may cultivate make living with our fellows smoother and happier, and are a sure way of proving our right to the claim of good citizenship.

Then, too, the good citizen is the one who serves his community. It little matters in what line of endeavor we may be, faithful, honest service is a good measure of

our citizenship. It may be the faithful preparation of our lessons, it may be the spirit of fair play in our games, but no matter how it is made evident if the service is real, it is as much a proof of our loyalty as if we were fighting in the army, or serving our country in some position of high honor.

The good citizen also always pulls with his fellows, not against them. It is this willingness to work together, and to sacrifice if need be one's personal prejudices or desires for the welfare of the group that marks one as a worth-while citizen. We must recognize that we are each one dependent on the others around us, and that it is only as we are willing to co-operate with them that the best interests of all are served.

It may be that we have some special talent which properly trained might be of service to the community, such as music, or skill in art, or an ability in some line of school work. Whatever it is, it is our duty to develop such talents as we have to the fullest extent, so that we may be able to serve our community better. There will always be a need for leaders in every community, — men and women who have learned to think for themselves, and who have the interests of the community at heart. We should keep the doors of opportunity open, taking advantage of every chance to improve ourselves so that we may best be fitted to serve our fellows.

We are proud of our nation, her history, and her achievements. We rejoice to be the heirs to such a wonderful land and to such glorious liberties. The future of America is in our hands. How we profit by our opportunities, and

develop our character through loyal service and co-operation with our fellows, will largely determine the America of to-morrow. Let us firmly resolve that we too shall do our share, and that the boys and girls who come after us looking to us as examples may be able to say, as we say it with pride and love of country in our hearts, " I am an American citizen."

# APPENDIX A

## THE DECLARATION OF INDEPENDENCE

### IN CONGRESS, JULY 4, 1776

THE following preamble and specifications, known as the Declaration of Independence, accompanied the resolution of Richard Henry Lee, which was adopted by Congress on the 2d day of July, 1776. This declaration was agreed to on the 4th, and the transaction is thus recorded in the Journal for that day:

*"Agreeably to the order of the day, the Congress resolved itself into a committee of the whole, to take into their further consideration the Declaration; and, after some time, the president resumed the chair, and Mr. Harrison reported that the committee had agreed to a Declaration, which they desired him to report. The Declaration being read, was agreed to as follows:"*

### A DECLARATION BY THE REPRESENTATIVES OF THE UNITED STATES OF AMERICA, IN CONGRESS ASSEMBLED.

When, in the course of human events, it becomes necessary for one people to dissolve the political bands which have connected them with another, and to assume, among the powers of the earth, the separate and equal station to which the laws of nature and of nature's God entitle them, a decent respect to the opinions of mankind requires that they should declare the causes which impel them to the separation.

We hold these truths to be self-evident—that all men are created equal; that they are endowed by their Creator with certain inalienable rights; that among these are life, liberty, and the pursuit of happiness. That, to secure these rights, governments are instituted among men, deriving their just powers from the consent of the governed; that, whenever any form of government becomes destructive of these ends, it is the right of the people to alter or abolish it, and to institute a new government, laying its foundations on such principles, and organizing its powers in such form, as to them shall seem most likely to effect their safety and happiness. Prudence, indeed, will dictate that governments long established should not be changed for light and transient causes; and, accordingly, all experience hath shown that mankind are more disposed to suffer, while evils are sufferable, than to right themselves by abolishing the forms to which they are accustomed. But when a

long train of abuses and usurpations, pursuing invariably the same object, evinces a design to reduce them under absolute despotism, it is their right, it is their duty, to throw off such government, and to provide new guards for their future security. Such has been the patient sufferance of these colonies, and such is now the necessity which constrains them to alter their former systems of government. The history of the present king of Great Britain is a history of repeated injuries and usurpations, all having in direct object the establishment of an absolute tyranny over these States. To prove this, let facts be submitted to a candid world.

1. He has refused his assent to laws the most wholesome and necessary for the public good.

2. He has forbidden his governors to pass laws of immediate and pressing importance, unless suspended in their operations till his assent should be obtained; and, when so suspended, he has utterly neglected to attend to them.

3. He has refused to pass other laws for the accommodation of large districts of people, unless those people would relinquish the right of representation in the Legislature—a right inestimable to them, and formidable to tyrants only.

4. He has called together legislative bodies at places unusual, uncomfortable, and distant from the repository of their public records, for the sole purpose of fatiguing them into compliance with his measures.

5. He has dissolved representative houses repeatedly, for opposing, with manly firmness, his invasions on the rights of the people.

6. He has refused, for a long time after such dissolutions, to cause others to be elected, whereby the legislative powers, incapable of annihilation, have returned to the people at large for their exercise; the State remaining, in the meantime, exposed to all the dangers of invasions from without and convulsions within.

7. He has endeavored to prevent the population of these States; for that purpose obstructing the laws for the naturalization of foreigners; refusing to pass others to encourage their migration hither, and raising the conditions of new appropriations of lands.

8. He has obstructed the administration of justice, by refusing his assent to laws for establishing judiciary powers.

9. He has made judges dependent on his will alone for the tenure on their offices, and the amount and payment of their salaries.

10. He has erected a multitude of new offices, and sent hither swarms of officers, to harass our people and eat out their substance.

11. He has kept among us in times of peace, standing armies, without the consent of our Legislatures.

12. He has affected to render the military independent of, and superior to, the civil power.

13. He has combined with others to subject us to a jurisdiction foreign to our constitutions, and unacknowledged by our laws; giving his assent to their acts of pretended legislation;

14. For quartering large bodies of armed troops among us;

*15. For* protecting them, by a mock trial, from punishment for any murders *which they* should commit on the inhabitants of these States;

16. For cutting off our trade with all parts of the world;

17. For imposing taxes on us without our consent;

18. For depriving us, in many cases, of the benefits of a trial by jury;

19. For transporting us beyond seas, to be tried for pretended offenses;

20. For abolishing the free system of English laws in a neighboring province, establishing therein an arbitrary government, and enlarging its boundaries, so as to render it at once an example and fit instrument for introducing the same absolute rule into these colonies;

21. For taking away our charters, abolishing our most valuable laws, and altering, fundamentally, the forms of our governments;

22. For suspending our own Legislatures, and declaring themselves invested with power to legislate for us in all cases whatsoever.

23. He has abdicated government here, by declaring us out of his protection, and waging war against us.

24. He has plundered our seas, ravaged our coasts, burned our towns, and destroyed the lives of our people.

25. He is at this time transporting large armies of foreign mercenaries to complete the works of death, desolation and tyranny, already begun with circumstances of cruelty and perfidy scarcely paralleled in the most barbarous ages, and totally unworthy the head of a civilized nation.

26. He has constrained our fellow-citizens, taken captive on the high seas, to bear arms against their country, to become the executioners of their friends and brethren, or to fall themselves by their hands.

27. He has excited domestic insurrection among us, and has endeavored to bring on the inhabitants of our frontiers the merciless Indian savages, whose known rule of warfare is an undistinguished destruction of all ages, sexes, and conditions.

In every stage of these oppressions we have petitioned for redress in the most humble terms; our repeated petitions have been answered only by repeated injury.

A prince whose character is thus marked by every act which may define a tyrant, is unfit to be the ruler of a free people.

Nor have we been wanting in our attentions to our British brethren. We have warned them, from time to time, of attempts by their legislature to extend an unwarrantable jurisdiction over us. We have reminded them of the circumstances of our emigration and settlement here. We have appealed to their native justice and magnanimity, and we have conjured them by the ties of our common kindred to disavow these usurpations, which would inevitably interrupt our connections and correspondence. They, too, have been deaf to the voice of justice and of consanguinity. We must, therefore, acquiesce in the necessity which denounces our separation, and hold them as we hold the rest of mankind—enemies in war; in peace, friends.

We, therefore, the representatives of the United States of America in general Congress assembled, appealing to the Supreme Judge of the world for the rectitude of our intentions, do, in the name and by the authority of the good people of these colonies, solemnly publish and declare that these united colonies are, and of right ought to be, free and independent States; that they are absolved

from all allegiance to the British crown, and that all political connection between them and the state of Great Britain is, and ought to be, totally dissolved, and that, as free and independent States, they have full power to levy war, conclude peace, contract alliances, establish commerce, and do all other acts and things which independent States may of right do. And for the support of this Declaration, with a firm reliance on the protection of Divine Providence, we mutually pledge to each other our lives, our fortunes, and our sacred honor.

The foregoing declaration was, by order of Congress, engrossed, and signed by the following members:

JOHN HANCOCK.

NEW HAMPSHIRE.
JOSIAH BARTLETT,
WILLIAM WHIPPLE,
MATTHEW THORNTON.

MASSACHUSETTS BAY.
SAMUEL ADAMS,
JOHN ADAMS,
ROBERT TREAT PAINE,
ELBRIDGE GERRY.

RHODE ISLAND.
STEPHEN HOPKINS,
WILLIAM ELLERY.

CONNECTICUT.
ROGER SHERMAN,
SAMUEL HUNTINGTON,
WILLIAM WILLIAMS,
OLIVER WOLCOTT.

NEW YORK.
WILLIAM FLOYD,
PHILIP LIVINGSTON,
FRANCIS LEWIS,
LEWIS MORRIS.

NEW JERSEY.
RICHARD STOCKTON,
JOHN WITHERSPOON,
FRANCIS HOPKINSON,
JOHN HART,
ABRAHAM CLARK.

PENNSYLVANIA.
ROBERT MORRIS,
BENJAMIN RUSH,
BENJAMIN FRANKLIN,
JOHN MORTON,
GEORGE CLYMER,
JAMES SMITH,
GEORGE TAYLOR,
JAMES WILSON,
GEORGE ROSS.

DELAWARE.
CÆSAR RODNEY,
GEORGE READ,
THOMAS M'KEAN.

MARYLAND.
SAMUEL CHASE,
WILLIAM PACA,
THOMAS STONE,
CHARLES CARROLL of Carrollton.

VIRGINIA.
GEORGE WYTHE,
RICHARD HENRY LEE,
THOMAS JEFFERSON,
BENJAMIN HARRISON,
THOMAS NELSON, JUN.,
FRANCIS LIGHTFOOT LEE,
CARTER BRAXTON.

NORTH CAROLINA.
WILLIAM HOOPER,
JOSEPH HEWES,
JOHN PENN.

SOUTH CAROLINA.
EDWARD RUTLEDGE,
THOMAS HEYWARD, JUN.,
THOMAS LYNCH, JUN.,
ARTHUR MIDDLETON.

GEORGIA.
BUTTON GWINNETT,
LYMAN HALL,
GEORGE WALTON.

# APPENDIX B

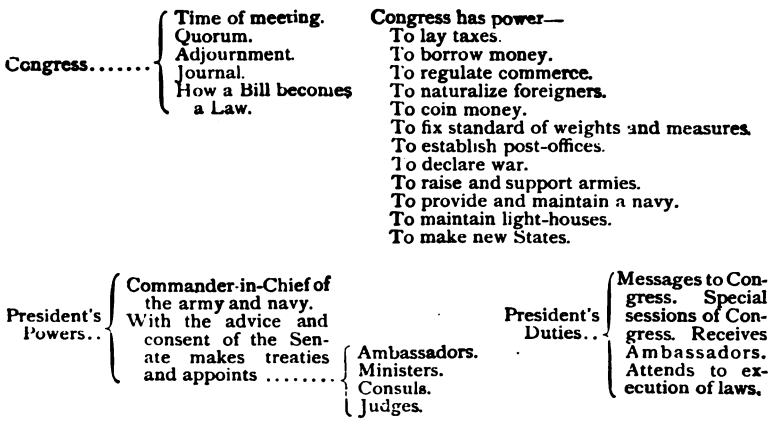
## A CHART ON THE CONSTITUTION

- **Some Steps toward the Constitution**
  - New England Confederation (1643).
  - Franklin's Plan of Union (1754).
  - Stamp Act Congress (1765).
  - Committees of Correspondence (1772).
  - First Meeting of the Continental Congress (1774).
  - Declaration of Independence (1776).
  - Adoption of Articles of Confederation (1781).
  - Annapolis Convention (1786).
  - Constitutional Convention (1787).

- **gislative Department**
  - House of Representatives
    - Manner of election.
    - Term of office.
    - Qualifications.
    - Represents the people.
    - Census.
    - Apportionment.
    - Speaker the Presiding Officer.
  - Senate
    - Number.
    - Manner of election.
    - Term of office.
    - Represents the States.
    - Qualifications.
    - Sole power to try impeachments.
    - Vice-President the Presiding Officer.

- **ecutive Department**
  - President
    - Term of office.
    - Manner of election.
    - Qualifications.
    - Oath of office.
    - Impeachment.
  - Cabinet
    - Manner of appointment.
    - Number.
    - Duties.

- **dicial Department.**
  - Judges
    - Manner of appointment.
    - Number.
    - Term of office.
  - Courts
    - Supreme.
    - Circuit.
    - District.




# CONSTITUTION OF THE UNITED STATES

WE, the People of the United States, in order to form a more perfect union, establish justice, insure domestic tranquillity, provide for the common defence, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this CONSTITUTION for the United States of America.

## ARTICLE I.—Legislative Department.

SECTION I. All legislative powers herein granted shall be vested in a Congress of the United States, which shall consist of a Senate and House of Representatives.

SECTION II. CLAUSE 1. The House of Representatives shall be composed of members chosen every second year by the people of the several States, and the electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State Legislature.

CLAUSE 2. No person shall be a representative who shall not have attained to the age of twenty-five years, and been seven years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State in which he shall be chosen.

*CLAUSE 3.* Representatives and direct taxes shall be apportioned among the several States which may be included within this Union, according to their respective

numbers,[1] which shall be determined by adding to the whole number of free persons, including those bound to service for a term of years, and excluding Indians not taxed, three fifths of all other persons. The actual enumeration shall be made within three years after the first meeting of the Congress of the United States, and within every subsequent term of ten years, in such manner as they shall by law direct. The number of representatives shall not exceed one for every thirty thousand, but each State shall have at least one representative; and until such enumeration shall be made, the State of New Hampshire shall be entitled to choose three; Massachusetts, eight; Rhode Island and Providence Plantations, one; Connecticut, five; New York, six; New Jersey, four; Pennsylvania, eight; Delaware, one; Maryland, six; Virginia, ten; North Carolina, five; South Carolina, five; and Georgia, three.

CLAUSE 4. When vacancies happen in the representation from any State, the executive authority thereof shall issue writs of election to fill such vacancies.

CLAUSE 5. The House of Representatives shall choose their Speaker and other officers; and shall have the sole power of impeachment.

SECTION III.—CLAUSE 1. The Senate of the United States shall be composed of two senators from each State, chosen by the Legislature thereof, for six years; and each senator shall have one vote.

CLAUSE 2. Immediately after they shall be assembled in consequence of the first election, they shall be divided as equally as may be into three classes. The seats of the senators of the first class shall be vacated at the expiration of the second year; of the second class, at the expiration of the fourth year; and of the third class, at the expiration of the sixth year, so that one third may be chosen every second year; and if vacancies happen by resignation, or otherwise, during the recess of the Legislature of any State, the executive thereof may make temporary appointments until the next meeting of the Legislature, which shall then fill such vacancies.

CLAUSE 3. No person shall be a senator who shall not have attained to the age of thirty years, and been nine years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State for which he shall be chosen.

CLAUSE 4. The Vice-President of the United States shall be president of the Senate, but shall have no vote, unless they be equally divided.

CLAUSE 5. The Senate shall choose their other officers, and also a president *pro tempore*, in the absence of the Vice-President, or when he shall exercise the office of President of the United States.

CLAUSE 6. The Senate shall have the sole power to try all impeachments. When sitting for that purpose, they shall be on oath or affirmation. When the President of the United States is tried, the Chief-Justice shall preside; and no person shall be convicted without the concurrence of two thirds of the members present.

CLAUSE 7. Judgment in cases of impeachment shall not extend further than to removal from office, and disqualification to hold and enjoy any office of honor, trust, or profit under the United States; but the party convicted shall nevertheless be

[1] Under the census of 1910 one representative is apportioned to every 212,407 people.

liable and subject to indictment, trial, judgment, and punishment, according to law.

SECTION IV.—CLAUSE 1. The times, places, and manner of holding elections for senators and representatives shall be prescribed in each State by the Legislature thereof; but the Congress may at any time, by law, make or alter such regulations, except as to the places of choosing senators.

CLAUSE 2. The Congress shall assemble at least once in every year, and such meeting shall be on the first Monday in December, unless they shall by law appoint a different day.

SECTION V.—CLAUSE 1. Each House shall be the judge of the elections, returns, and qualifications of its own members, and a majority of each shall constitute a quorum to do business; but a smaller number may adjourn from day to day, and may be authorized to compel the attendance of absent members, in such manner, and under such penalties, as each house may provide.

CLAUSE 2. Each House may determine the rules of its proceedings, punish its members for disorderly behavior, and with the concurrence of two thirds, expel a member.

CLAUSE 3. Each House shall keep a journal of its proceedings, and from time to time publish the same, excepting such parts as may in their judgment require secrecy, and the yeas and nays of the members of either House on any question shall, at the desire of one fifth of those present, be entered on the journal.

CLAUSE 4.—Neither house, during the session of Congress, shall, without the consent of the other, adjourn for more than three days, nor to any other place than that in which the two Houses shall be sitting.

SECTION VI.—CLAUSE 1. The senators and representatives shall receive a compensation for their services, to be ascertained by law and paid out of the treasury of the United States. They shall in all cases, except treason, felony, and breach of the peace, be privileged from arrest during their attendance at the session of their respective Houses, and in going to and returning from the same; and for any speech or debate in either House, they shall not be questioned in any other place.

CLAUSE 2. No senator or representative shall, during the time for which he was elected, be appointed to any civil office under the authority of the United States, which shall have been created, or the emoluments whereof shall have been increased, during such time; and no person holding any office under the United States shall be a member of either House during his continuance in office.

SECTION VII.—CLAUSE 1. All bills for raising revenue shall originate in the House of Representatives; but the Senate may propose or concur with amendments, as on other bills.

*CLAUSE 2. Every bill which* shall have passed the House of Representatives *and the Senate, shall, before it* become a law, be presented to the President of the *United States; if he approve, he shall* sign it, but if not, he shall return it, with

his objections, to that house in which it shall have originated, who shall enter the objections at large on their journal, and proceed to reconsider it. If after such reconsideration, two thirds of that house shall agree to pass the bill, it shall be sent, together with the objections, to the other house, by which it shall likewise be reconsidered, and if approved by two thirds of that house, it shall become a law. But in all such cases the votes of both houses shall be determined by yeas and nays, and the names of the persons voting for and against the bill shall be entered on the journal of each house respectively. If any bill shall not be returned by the President within ten days (Sundays excepted) after it shall have been presented to him, the same shall be a law, in like manner as if he had signed it, unless the Congress by their adjournment prevent its return, in which case it shall not be a law.

CLAUSE 3. Every order, resolution, or vote to which the concurrence of the Senate and House of Representatives may be necessary (except on a question of adjournment) shall be presented to the President of the United States; and before the same shall take effect, shall be approved by him, or being disapproved by him, shall be repassed by two thirds of the Senate and House of Representatives, according to the rules and limitations prescribed in the case of a bill.

SECTION VIII.—CLAUSE 1. The Congress shall have power to lay and collect taxes, duties, imposts, and excises, to pay the debts and provide for the common defence and general welfare of the United States; but all duties, imposts, and excises shall be uniform throughout the United States;

CLAUSE 2. To borrow money on the credit of the United States;

CLAUSE 3. To regulate commerce with foreign nations, and among the several States, and with the Indian tribes;

CLAUSE 4. To establish an uniform rule of naturalization, and uniform laws on the subject of bankruptcies throughout the United States;

CLAUSE 5. To coin money, regulate the value thereof, and of foreign coin, and fix the standard of weights and measures;

CLAUSE 6. To provide for the punishment of counterfeiting the securities and current coin of the United States;

CLAUSE 7. To establish post-offices and post-roads;

CLAUSE 8. To promote the progress of science and useful arts, by securing, for limited times, to authors and inventors the exclusive right to their respective writings and discoveries;

CLAUSE 9. To constitute tribunals inferior to the Supreme Court;

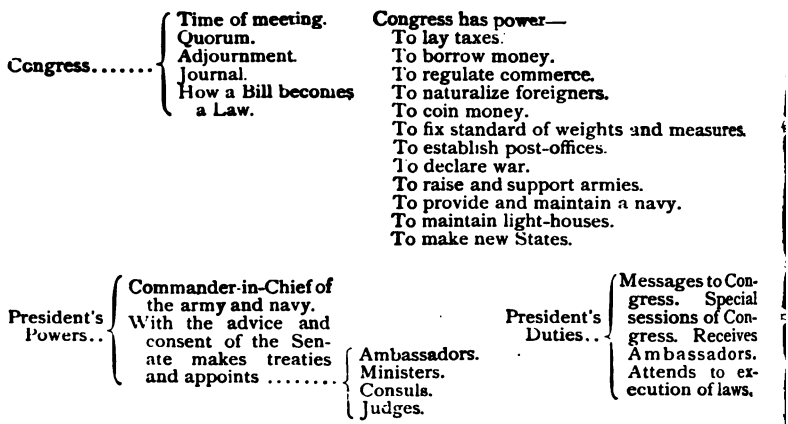
CLAUSE 10. To define and punish piracies and felonies committed on the high seas, and offences against the law of nations;

CLAUSE 11. To declare war, grant letters of marque and reprisal, and make rules concerning captures on land and water;

CLAUSE 12. To raise and support armies, but no appropriation of money to that use shall be for a longer term than two years;

CLAUSE 13. To provide and maintain a navy;

CLAUSE 14. To make rules for the government and regulation of the land and naval forces;

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CLAUSE 2. No person shall be a representative who shall not have attained to the age of twenty-five years, and been seven years a citizen of the United States, and who shall not, when elected, be an inhabitant of that State in which he shall be chosen.

CLAUSE 3. Representatives and direct taxes shall be apportioned among the several States which may be included within this Union, according to their respe

CLAUSE 2. No State shall, without the consent of the Congress, lay any imp or duties on imports or exports, except what may be absolutely necessary for e cuting its inspection laws; and the net produce of all duties and impost, laid any State on imports or exports, shall be for the use of the treasury of the Uni States; and all such laws shall be subject to the revision and control of the C gress.

CLAUSE 3. No State shall, without the consent of Congress, lay any duty tonnage, keep troops, or ships of war, in time of peace, enter into any agreement compact with another State, or with a foreign power, or engage in war, unl actually invaded, or in such imminent danger as will not admit of delay.

## ARTICLE II.—Executive Department.

SECTION 1.—CLAUSE 1. The executive power shall be vested in a Presid of the United States of America. He shall hold his office during a term of f years, and, together with the Vice-President, chosen for the same term, be elec as follows:

CLAUSE 2. Each State shall appoint, in such manner as the Legislature ther may direct, a number of electors, equal to the whole number of senators and rep sentatives to which the State may be entitled in the Congress; but no senator representative, or person holding an office of trust or profit under the United Stat shall be appointed an elector.

CLAUSE 3.[1]

CLAUSE 4. The Congress may determine the time of choosing the electors, a the day on which they shall give their votes; which day shall be the same throu out the United States.

CLAUSE 5. No person except a natural-born citizen, or a citizen of the Unit States at the time of the adoption of this Constitution, shall be eligible to the off of President; neither shall any person be eligible to that office who shall not ha attained to the age of thirty-five years, and been fourteen years resident within t United States.

CLAUSE 6.—In case of the removal of the President from office, or of his dea resignation, or inability to discharge the powers and duties of the said office, t same shall devolve on the Vice-President, and the Congress may by law provide f the case of removal, death, resignation, or inability, both of the President and Vi President, declaring what officer shall then act as President; and such officer sh act accordingly until the disability be removed, or a President shall be elected.

CLAUSE 7. The President shall, at stated times, receive for his services a co pensation which shall neither be increased nor diminished during the period f which he shall have been elected, and he shall not receive within that period a other emolument from the United States, or any of them.

CLAUSE 8. Before he enter on the execution of his office, he shall take the f

[1] *This clause is no longer in force.* Amendment XII. has superseded it.

CLAUSE 15. To provide for calling forth the militia to execute the laws of the Union, suppress insurrections, and repel invasions;

CLAUSE 16. To provide for organizing, arming, and disciplining the militia, and for governing such part of them as may be employed in the service of the United States, reserving to the States respectively the appointment of the officers, and the authority of training the militia according to the discipline prescribed by Congress;

CLAUSE 17. To exercise exclusive legislation in all cases whatsoever over such district (not exceeding ten miles square) as may, by cession of particular States, and the acceptance of Congress, become the seat of the government of the United States, and to exercise like authority over all places purchased by the consent of the Legislature of the State in which the same shall be, for the erection of forts, magazines, arsenals, dock-yards, and other needful buildings;—And

CLAUSE 18. To make all laws which shall be necessary and proper for carrying into execution the foregoing powers, and all other powers vested by this Constitution in the government of the United States, or in any department or officer thereof.

SECTION IX.—CLAUSE 1. The migration or importation of such persons as any of the States now existing shall think proper to admit, shall not be prohibited by the Congress prior to the year one thousand eight hundred and eight, but a tax or duty may be imposed on such importation, not exceeding ten dollars for each person.

CLAUSE 2. The privilege of the writ of habeas corpus shall not be suspended, unless when in cases of rebellion or invasion the public safety may require it.

CLAUSE 3. No bill of attainder or *ex post facto* law shall be passed.

CLAUSE 4. No capitation or other direct tax shall be laid, unless in proportion to the census or enumeration hereinbefore directed to be taken.

CLAUSE 5. No tax or duty shall be laid on articles exported from any State.

CLAUSE 6. No preference shall be given by any regulation of commerce or revenue to the ports of one State over those of another; nor shall vessels bound to, or from, one State, be obliged to enter, clear, or pay duties in another.

CLAUSE 7. No money shall be drawn from the treasury but in consequence of appropriations made by law; and a regular statement and account of the receipts and expenditures of all public money shall be published from time to time.

CLAUSE 8. No title of nobility shall be granted by the United States: And no person holding any office of profit or trust under them, shall, without the consent of the Congress, accept of any present, emolument, office, or title, of any kind whatever, from any king, prince, or foreign State.

SECTION X.—CLAUSE 1. No State shall enter into any treaty, alliance, or confederation; grant letters of marque and reprisal; coin money; emit bills of credit; make any thing but gold and silver coin a tender in payment of debts; pass any bill of attainder, ex post facto law, or law impairing the obligation of contracts, grant any title of nobility.

CLAUSE 2. No State shall, without the consent of the Congress, lay any impost or duties on imports or exports, except what may be absolutely necessary for executing its inspection laws; and the net produce of all duties and impost, laid by any State on imports or exports, shall be for the use of the treasury of the United States; and all such laws shall be subject to the revision and control of the Congress.

CLAUSE 3. No State shall, without the consent of Congress, lay any duty of tonnage, keep troops, or ships of war, in time of peace, enter into any agreement or compact with another State, or with a foreign power, or engage in war, unless actually invaded, or in such imminent danger as will not admit of delay.

## ARTICLE II.—Executive Department.

SECTION 1.—CLAUSE 1. The executive power shall be vested in a President of the United States of America. He shall hold his office during a term of four years, and, together with the Vice-President, chosen for the same term, be elected as follows:

CLAUSE 2. Each State shall appoint, in such manner as the Legislature thereof may direct, a number of electors, equal to the whole number of senators and representatives to which the State may be entitled in the Congress; but no senator or representative, or person holding an office of trust or profit under the United States, shall be appointed an elector.

CLAUSE 3.[1]

CLAUSE 4. The Congress may determine the time of choosing the electors, and the day on which they shall give their votes; which day shall be the same throughout the United States.

CLAUSE 5. No person except a natural-born citizen, or a citizen of the United States at the time of the adoption of this Constitution, shall be eligible to the office of President; neither shall any person be eligible to that office who shall not have attained to the age of thirty-five years, and been fourteen years resident within the United States.

CLAUSE 6.—In case of the removal of the President from office, or of his death, resignation, or inability to discharge the powers and duties of the said office, the same shall devolve on the Vice-President, and the Congress may by law provide for the case of removal, death, resignation, or inability, both of the President and Vice-President, declaring what officer shall then act as President; and such officer shall act accordingly until the disability be removed, or a President shall be elected.

CLAUSE 7. The President shall, at stated times, receive for his services a compensation which shall neither be increased nor diminished during the period for which he shall have been elected, and he shall not receive within that period any other emolument from the United States, or any of them.

CLAUSE 8. Before he enter on the execution of his office, he shall take the fol-

[1] *This clause is no longer in force.* Amendment XII. has superseded it.

lowing oath or affirmation:—"I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will, to the best of my ability, preserve, protect, and defend the Constitution of the United States."

SECTION II.—CLAUSE 1. The President shall be commander-in-chief of the army and navy of the United States, and of the militia of the several States, when called into the actual service of the United States; he may require the opinion, in writing, of the principal officer in each of the executive departments, upon any subject relating to the duties of their respective offices; and he shall have power to grant reprieves and pardons for offences against the United States, except in cases of impeachment.

CLAUSE 2. He shall have power, by and with the advice and consent of the Senate, to make treaties, provided two thirds of the senators present concur; and he shall nominate, and by and with the advice and consent of the Senate shall appoint, ambassadors, other public ministers and consuls, judges of the Supreme Court, and all other officers of the United States, whose appointments are not herein otherwise provided for, and which shall be established by law; but the Congress may by law vest the appointment of such inferior officers, as they think proper, in the President alone, in the courts of law, or in the heads of department.

CLAUSE 3. The President shall have power to fill up all vacancies that may happen during the recess of the Senate, by granting commissions which shall expire at the end of their next session.

SECTION III.—He shall from time to time give to the Congress information of the state of the Union, and recommend to their consideration such measures as he shall judge necessary and expedient; he may, on extraordinary occasions, convene both Houses, or either of them, and in case of disagreement between them with respect to the time of adjournment, he may adjourn them to such time as he shall think proper; he shall receive ambassadors and other public ministers; he shall take care that the laws be faithfully executed, and shall commission all the officers of the United States.

SECTION IV.—The President, Vice-President, and all civil officers of the United States, shall be removed from office on impeachment for, and conviction of, treason, bribery, or other high crimes and misdemeanors.

## ARTICLE III.—Judicial Department.

SECTION I.—The judicial power of the United States shall be vested in one Supreme Court, and in such inferior courts as the Congress may from time to time *ordain and* establish. The judges, both of the Supreme and inferior courts, shall *hold their offices during good behavior*, and shall, at stated times, receive for their *services a compensation which shall* not be diminished during their continuance in *office.*

SECTION II.—CLAUSE 1.[1] The judicial power shall extend to all cases, in law nd equity, arising under this Constitution, the laws of the United States, and reaties made, or which shall be made, under their authority;—to all cases affecting mbassadors, other public ministers, and consuls;—to all cases of admiralty and naritime jurisdiction;—to controversies to which the United States shall be a party;—to controversies between two or more States;—between a State and citizens of nother State;—between citizens of different States;—between citizens of the same State claiming lands under grants of different States, and between a State or the citizens thereof, and foreign states, citizens, or subjects.

CLAUSE 2. In all cases affecting ambassadors, other public ministers and consuls, and those in which a State shall be party, the Supreme Court shall have original jurisdiction. In all the other cases before mentioned, the Supreme Court shall have appellate jurisdiction, both as to law and fact, with such exceptions and under such regulations as the Congress shall make.

CLAUSE 3. The trial of all crimes, except in cases of impeachment, shall be by jury, and such trial shall be held in the State where the said crimes shall have been committed; but when not committed within any State, the trial shall be at such place or places as the Congress may by law have directed.

SECTION III.—CLAUSE 1. Treason against the United States shall consist only in levying war against them, or in adhering to their enemies, giving them aid and comfort. No person shall be convicted of treason, unless on the testimony of two witnesses to the same overt act, or on confession in open court.

CLAUSE 2. The Congress shall have power to declare the punishment of treason; but no attainder of treason shall work corruption of blood, or forfeiture, except during the life of the person attainted.

## ARTICLE IV.—General Provisions.

SECTION I.—Full faith and credit shall be given in each State to the public acts, records, and judicial proceedings of every other State; and the Congress may by general laws prescribe the manner in which such acts, records, and proceedings shall be proved, and the effect thereof.

SECTION II.—CLAUSE 1. The citizens of each State shall be entitled to all privileges and immunities of citizens in the several States.

CLAUSE 2. A person charged in any State with treason, felony, or other crime, who shall flee from justice, and be found in another State, shall, on demand of the executive authority of the State from which he fled, be delivered up, to be removed to the State having jurisdiction of the crime.

CLAUSE 3. No person held to service or labor in one State, under the laws thereof, escaping into another, shall in consequence of any law or regulation therein, be discharged from such service or labor, but shall be delivered up on claim of the party to whom such service or labor may be due.

[1] *This clause has* been modified by Amendment XI.

lowing oath or affirmation:—"I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will, to the best of my ability, preserve, protect, and defend the Constitution of the United States."

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CLAUSE 2. He shall have power, by and with the advice and consent of the Senate, to make treaties, provided two thirds of the senators present concur; and he shall nominate, and by and with the advice and consent of the Senate shall appoint, ambassadors, other public ministers and consuls, judges of the Supreme Court, and all other officers of the United States, whose appointments are not herein otherwise provided for, and which shall be established by law; but the Congress may by law vest the appointment of such inferior officers, as they think proper, in the President alone, in the courts of law, or in the heads of department.

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**ARTICLE VII.—Ratification of the Constitution.**

The ratification of the conventions of nine States shall be sufficient for the establishment of this Constitution between the States so ratifying the same.

Done in convention, by the unanimous consent of the States present, the seventeenth day of September, in the year of our Lord one thousand seven hundred and eighty-seven, and of the independence of the United States of America the twelfth.

In witness whereof we have hereunto subscribed our names.

GEORGE WASHINGTON,
*President, and Deputy from Virginia.*

CONSENT OF THE STATES PRESENT.[1]

NEW HAMPSHIRE.
JOHN LANGDON,
NICHOLAS GILMAN.

MASSACHUSETTS.
NATHANIEL GORHAM,
RUFUS KING.

CONNECTICUT.
WILLIAM SAMUEL JOHNSON,
ROGER SHERMAN.

NEW YORK.
ALEXANDER HAMILTON.

NEW JERSEY.
WILLIAM LIVINGSTON,
DAVID BREARLEY,
WILLIAM PATERSON,
JONATHAN DAYTON.

PENNSYLVANIA.
BENJAMIN FRANKLIN,
THOMAS MIFFLIN,
ROBERT MORRIS,
GEORGE CLYMER,
THOMAS FITZSIMONS,
JARED INGERSOL,
JAMES WILSON,
GOUVERNEUR MORRIS.

DELAWARE.
GEORGE READ,
GUNNING BEDFORD, JR.,
JOHN DICKINSON,
RICHARD BASSETT,
JACOB BROOM.

MARYLAND.
JAMES MCHENRY,
DANIEL OF ST. THOMAS JENIFER,
DANIEL CARROLL.

VIRGINIA.
JOHN BLAIR,
JAMES MADISON, JR.

NORTH CAROLINA.
WILLIAM BLOUNT,
RICHARD DOBBS SPAIGHT,
HUGH WILLIAMSON.

SOUTH CAROLINA.
JOHN RUTLEDGE,
CHARLES C. PINCKNEY,
CHARLES PINCKNEY,
PIERCE BUTLER.

GEORGIA.
WILLIAM FEW,
ABRAHAM BALDWIN.

*Attest:* WILLIAM JACKSON, *Secretary.*

[1] *Rhode Island* was not represented in the Federal Convention.

SECTION III.—CLAUSE 1. New States may be admitted by the Congress into this Union; but no new State shall be formed or erected within the jurisdiction of any other State; nor any State be formed by the junction of two or more States, or parts of States, without the consent of the Legislatures of the States concerned as well as of the Congress.

CLAUSE 2. The Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States; and nothing in this Constitution shall be so construed as to prejudice any claims of the United States, or of any particular State.

SECTION IV.—The United States shall guarantee to every State in this Union a republican form of Government, and shall protect each of them against invasion, and on application of the Legislature, or of the executive (when the Legislature can not be convened), against domestic violence.

## ARTICLE V.—Power of Amendment.

The Congress, whenever two thirds of both houses shall deem it necessary, shall propose amendments to this Constitution, or, on the application of the Legislatures of two thirds of the several States, shall call a convention for proposing amendments, which, in either case, shall be valid to all intents and purposes, as part of this Constitution, when ratified by the Legislatures of three fourths of the several States, or by conventions in three fourths thereof, as the one or the other mode of ratification may be proposed by the Congress; provided that no amendment which may be made prior to the year one thousand eight hundred and eight shall in any manner affect the first and fourth clauses in the ninth section of the first article; and that no State, without its consent, shall be deprived of its equal suffrage in the Senate.

## ARTICLE VI.—Miscellaneous Provisions.

CLAUSE 1. All debts contracted, and engagements entered into, before the adoption of this Constitution, shall be as valid against the United States under this Constitution, as under the Confederation.

CLAUSE 2. This Constitution, and the laws of the United States which shall be made in pursuance thereof; and all treaties made, or which shall be made, under the authority of the United States, shall be the supreme law of the land; and the judges in every State shall be bound thereby, any thing in the Constitution or laws of any State to the contrary notwithstanding.

CLAUSE 3. The senators and representatives before mentioned, and the members of the several State Legislatures, and all executive and judicial officers, both of the United States and of the several States, shall be bound by oath or affirmation to support this Constitution; but no religious test shall ever be required as a qualification to any office or public trust under the United States.

## ARTICLE VII.—Ratification of the Constitution.

The ratification of the conventions of nine States shall be sufficient for the establishment of this Constitution between the States so ratifying the same.

Done in convention, by the unanimous consent of the States present, the seventeenth day of September, in the year of our Lord one thousand seven hundred and eighty-seven, and of the independence of the United States of America the twelfth.

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GEORGE WASHINGTON,
*President, and Deputy from Virginia.*

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GEORGIA.
WILLIAM FEW,
ABRAHAM BALDWIN.

*Attest:* WILLIAM JACKSON, *Secretary.*

[1] *Rhode Island* was not represented in the Federal Convention.

# AMENDMENTS[1]

## To the Constitution of the United States, Ratified according to the Provisions of the Fifth Article of the Foregoing Constitution.

ARTICLE I.—Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for redress of grievances.

ARTICLE II.—A well-regulated militia being necessary to the security of a free State, the right of the people to keep and bear arms shall not be infringed.

ARTICLE III.—No soldier shall, in time of peace, be quartered in any house, without the consent of the owner, nor in time of war, but in a manner to be prescribed by law.

ARTICLE IV.—The right of the people to be secure in their persons, houses papers, and effects, against unreasonable searches and seizures, shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized.

ARTICLE V.—No person shall be held to answer for a capital or otherwise infamous crime, unless on a presentment or indictment of a grand jury, except in cases arising in the land or naval forces, or in the militia, when in actual service in time of war and public danger; nor shall any person be subject for the same offence to be twice put in jeopardy of life or limb; nor shall be compelled in any criminal case to be a witness against himself, nor to be deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use without just compensation.

ARTICLE VI.—In all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury of the State and district wherein the crime shall have been committed, which district shall have been previously ascertained by law, and to be informed of the nature and cause of the accusation; to be confronted with the witnesses against him; to have compulsory process for obtaining witnesses in his favor, and to have the assistance of counsel for his defence.

ARTICLE VII.—In suits at common law, where the value in controversy shall exceed twenty dollars, the right of trial by jury shall be preserved, and no fact tried by a jury shall be otherwise re-examined in any court of the United States, than according to the rules of common law.

*ARTICLE VIII.—Excessive bail* shall not be required, nor excessive fines imposed, *nor cruel and unusual punishments* inflicted.

[1] *Amendments I. to X.* were declared in force December 15, 1791.

ARTICLE IX.—The enumeration in the Constitution of certain rights, shall not be construed to deny or disparage others retained by the people.

ARTICLE X.—The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people.

ARTICLE XI.[1]—The judicial power of the United States shall not be construed to extend to any suit in law or equity, commenced or prosecuted against one of the United States by citizens of another State, or by citizens or subjects of any foreign state.

ARTICLE XII.[2]—The electors shall meet in their respective States, and vote by ballot for President and Vice-President, one of whom, at least, shall not be an inhabitant of the same State with themselves; they shall name in their ballots the person voted for as President, and indistinct ballots the person voted for as Vice-President; and they shall make distinct lists of all persons voted for as President, and of all persons voted for as Vice-President, and of the number of votes for each, which lists they shall sign and certify, and transmit sealed to the seat of the government of the United States, directed to the president of the Senate;—the president of the Senate shall, in the presence of the Senate and House of Representatives, open all the certificates, and the votes shall then be counted;—the person having the greatest number of votes for President, shall be the President, if such number be a majority of the whole number of electors appointed; and if no person have such majority, then from the persons having the highest numbers not exceeding three on the list of those voted for as President, the House of Representatives shall choose immediately, by ballot, the President. But in choosing the President, the votes shall be taken by States, the representation from each State having one vote; a quorum for this purpose shall consist of a member or members from two thirds of the States, and a majority of all the States shall be necessary to a choice. And if the House of Representatives shall not choose a President whenever the right of choice shall devolve upon them, before the fourth day of March next following, then the Vice-President shall act as President, as in the case of the death or other constitutional disability of the President. The person having the greatest number of votes as Vice-President, shall be the Vice-President, if such number be a majority of the whole number of electors appointed; and if no person have a majority, then from the two highest numbers on the list, the Senate shall choose the Vice-President; a quorum for the purpose shall consist of two thirds of the whole number of senators, and a majority of the whole number shall be necessary to a choice. But no person constitutionally ineligible to the office of President shall be eligible to that of Vice-President of the United States.

ARTICLE XIII.[3]—SECTION 1. Neither slavery nor involuntary servitude, except as a punishment for crime, whereof the person shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction.

[1] *Declared in force January 8, 1798.* [2] Declared in force September 25, 1804.
[3] Declared in force December 18, 1865.

SECTION 2. Congress shall have power to enforce this article by appropriate legislation.

ARTICLE XIV.[1]—SECTION 1. All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the State wherein they reside. No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or property, without due process of law, nor deny to any person within its jurisdiction the equal protection of the laws.

SECTION 2. Representatives shall be appointed among the several States according to their respective numbers, counting the whole number of persons in each State excluding Indians not taxed. But when the right to vote at any election for the choice of electors for President and Vice-President of the United States, representatives in Congress, the executive or judicial officers of a State, or the members of the Legislature thereof, is denied to any of the male inhabitants of such State, being twenty-one years of age and citizens of the United States, or in any way abridged except for participation in rebellion or other crime, the basis of representation therein shall be reduced in the proportion which the number of such male citizens shall bear to the whole number of male citizens twenty-one years of age in such State.

SECTION 3. No person shall be a senator or representative in Congress, or elector of President or Vice-President, or hold any office, civil or military, under the United States, or under any State, who having previously taken an oath as a member of Congress, or as an officer of the United States, or as a member of any State Legislature, or as an executive or judicial officer of any State, to support the Constitution of the United States, shall have engaged in insurrection or rebellion against the same, or given aid or comfort to the enemies thereof. But Congress may, by a vote of two thirds of each house, remove such disability.

SECTION 4. The validity of the public debt of the United States, authorized by law, including debts incurred for payment of pension and bounties for services in suppressing insurrection or rebellion, shall not be questioned. But neither the United States nor any State shall assume or pay any debt or obligation incurred in aid of insurrection or rebellion against the United States, or any claim for the loss or emancipation of any slave; but all such debts, obligations, and claims shall be held illegal and void.

SECTION 5. The Congress shall have power to enforce, by appropriate legislation, the provisions of this article.

ARTICLE XV.[2]—SECTION 1. The rights of citizens of the United States to vote shall not be denied or abridged by the United States, or by any State, on *account of* race, color, or previous condition of servitude.

*SECTION 2. The Congress shall* have power to enforce this article by appropriate *legislation.*

[1] *Declared in force July 28, 1898.*

[2] Declared in force March 30, 1870.

ARTICLE XVI.[1]—The Congress shall have power to lay and collect taxes on incomes from whatever source derived, without apportionment among the several States, and without regard to any census or enumeration.

ARTICLE XVII.[2]—SECTION 1. The Senate of the United States shall be composed of two Senators from each State, elected by the people thereof, for six years; and each Senator shall have one vote. The electors in each State shall have the qualifications requisite for electors of the most numerous branch of the State legislature.

SECTION 2. When vacancies happen in the representation of any State in the Senate, the executive authority of such State shall issue writs of election to fill such vacancies: Provided that the legislature of any State may empower the executive thereof to make temporary appointments until the people fill the vacancies by election as the legislature may direct.

SECTION 3. This amendment shall not be so construed as to affect the election or term of any Senator chosen before it becomes valid as part of the Constitution.

[1] Declared in force February 25, 1913. [2] Declared in force May 31, 1913.

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